United Nations E/CN.7/1999/18

Economic and Social Council

Distr.: General
7 October 1999

Original: English

Commission on Narcotic Drugs
Reconvened forty-second session
Vienna, 30 November-1 December 1999
Agenda item 10
Administrative and budgetary questions

Proposed final biennial programme budget for 1998-1999 and proposed initial biennial programme budget for 2000-2001 for the Fund of the United Nations International Drug Control Programme

Report of the Executive Director

Contents

			Paragraphs	Page
I.	Executive summary		1-11	1
II.	Programme priorities		12-114	2
	A.	General principles	12-23	2
	B.	Policy support, legislation and advocacy	24-50	7
	C.	Prevention and reduction of drug abuse	51-72	12
	D.	Elimination of illicit crops	73-93	17
	E.	Suppression of illicit drug trafficking	94-114	21
III.	Resource mobilization and new funding windows		115-127	26
IV.	Global monitoring, programme evaluation and reporting		128-135	29
V.	Implementation arrangements and financial management		136-144	31
	A.	Programme structure	137-138	31
	B.	Programme implementation	139-142	31
	C.	Financial management	143-144	32

V.99-88582 (E)

Page

Annex Draft resolution for adoption by the Commission on Narcotic Drugs 33

Tables

1. Sector, region, executing modality and location by cost and volume changes, 1998-1999 and 2000-2001 3
2. Fund of UNDCP: Programme by sector, 1988-2001 4
3. Sector, region, executing modality and location by source of funding, 1998-1999 and 2000-2001 5
4. Policy support, legislation and advocacy: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001 13
5. Prevention and reduction of drug abuse: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001 18
6. Elimination of illicit crops: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001 22
7. Suppression of illicit drug trafficking: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001 27

I. Executive summary

1. In accordance with resolution 13 (XXXVI) dated 7 April 1993 of the Commission on Narcotic Drugs, and article X of the Financial Rules of the Fund of the United Nations International Drug Control Programme, the Executive Director of the United Nations International Drug Control Programme (UNDCP) presents in the present report his proposal for the programme budget for the biennium 2000-2001. The programme budget should be viewed in combination with the proposed support budget for UNDCP covering the same period as presented in document E/CN.7/1999/17. UNDCP has adopted the harmonized budget model used by other funds and programmes of the United Nations, including the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA).

2. Given higher programme delivery and increased donor support during 1999, the Executive Director is submitting to the Commission an increased programme budget for the biennium 2000-2001. The proposed UNDCP programme budget amounts to $157 million. Together with the support budget of $36.2 million and agency support totalling $6.8 million, the total Fund budgetary envelope for 2000-2001 to be considered by the Commission comes to $200 million.

3. Total estimated programme expenditure for the biennium 1998-1999 is calculated to reach 91.7 million United States dollars ($), or 80 per cent of the originally approved budget for the biennium of $115 million. On that basis, UNDCP projects that total expenditure for the biennium 2000-2001 will reach $125.6 million, or 80 per cent of the proposed budget of $157 million. The Executive Director urges the Commission to agree to a higher budget to allow the flexibility that will be necessary to maintain the momentum in programme delivery reached during 1999.

4. Compared to the previous biennium, the proposed programme budget represents an increase of 37 per cent, whereas the proposed support budget will increase only slightly, by 3.8 per cent. The planned increase in programme delivery will hence not trigger an equivalent increase in the support budget. The proportion of the support budget as compared to the programme budget will consequently decline from 27.5 per cent for the biennium 1998-1999 to only 22.4 per cent for the biennium 2000-2001 in terms of expected expenditures. A more detailed analysis is presented in the document on the support budget.

5. Programme priorities for the biennium 2000-2001 have been determined on the basis of the strategies and objectives outlined in the Political Declaration (resolution S-20/2, annex) and action plans and measures (resolutions S-20/4 A to E) adopted by the General Assembly at its twentieth special session. To assist Governments in reaching the targets set at the twentieth special session, the UNDCP programme is structured into the following four thematic areas: (a) policy support, legislation and advocacy; (b) prevention and reduction of drug abuse; (c) suppression of illicit drug trafficking; and (d) elimination of illicit crops through alternative development. In addition, for each of the thematic areas, UNDCP has established the interlinkages with other areas of development and humanitarian assistance to better integrate the drug control issue into the wider context of development.

6. The proposed programme budget of $157 million has been derived from a total pipeline of projects of $320 million. The selection was based on the objectives for each of the thematic areas and programme priorities expressed by recipient countries. These were matched with the likelihood of obtaining financial support. UNDCP has therefore an additional, large—but currently inactive—pipeline of programmes at different stages of preparation that could be easily transformed into an active portfolio should additional donor support be forthcoming.

7. In order to increase the impact of its interventions and to overcome the fragmentation of its operational activities, UNDCP has created larger and more manageable units of assistance by merging projects within the same thematic area and region under single programmes. All previous separate projects, ongoing and in the pipeline, have hence been merged into only 75 programmes, ordered within the four thematic areas. In each thematic area, programmes have been organized at the global, regional and national levels. Emphasis has been given to better integrating and mutually reinforcing programmes at the various levels of intervention. Global programmes are being redesigned to provide better technical support and develop practical frameworks for regional and national interventions. Most financial allocations—85 per cent—are earmarked for programmes that are directly implemented at national and regional levels.

8. In table 1, volume and cost changes between the programme budget for the biennium 1998-1999 and estimated final expenditures are compared with the proposed programme budget for the biennium 2000-2001 by thematic area, level of implementation, region and executing modality. Table 2 provides an historical overview of the evolution of programme delivery by thematic area since 1988. The table shows that UNDCP has overcome the slump in funding and programme delivery experienced from 1995 to 1998, and that it is now on a clear upward trend. Table 2 further illustrates that UNDCP plans to implement a large increase for prevention and reduction of drug abuse, reflecting a more balanced approach between demand and supply reduction as urged by the General Assembly and the Commission.

9. The UNDCP programme outline for the biennium 2000-2001 that was presented to the Commission at its forty-second session suggested a total programme budget of $170 million. In the present programme document, the total programme budget has been reduced slightly by about 8 per cent, following an assessment of available resources. However, funding prospects have increased, and new pledges received in 1999 exceed those of 1998 by 28 per cent. UNDCP is further giving greater importance to alternative funding windows such as the international development banks. For each of the programmes and programme components (projects) included in the present budget, a detailed analysis of the funding profile has been made. Only for about 12 per cent of proposed programme budgets has possible funding not yet been identified. A major problem for UNDCP operations remains the continued dependence on earmarked contributions. The Executive Director appeals to Member States to increase the share of general-purpose contributions in order to provide greater flexibility, increase efficiency, respond quickly to new situations and make programme development and delivery more predictable. Where this is not possible, Member States are urged to consider contributing to larger programmes instead of to specific activities or small projects within programmes.

10. In line with the request of the Commission to have a more systematic and comprehensive system of programme evaluation, UNDCP is establishing four independent evaluation panels, one for each thematic area. The ultimate aim is to better compare the successes and failures across programmes and to collect data on best practices. Equally, UNDCP continues to underline the importance of its two global programmes to assess the extent of illicit cultivation and drug abuse worldwide as essential tools to better assist Governments in monitoring progress towards achieving drug control objectives. UNDCP will undertake to provide better reporting to Member States through regular analysis of illicit drug trends, technical papers, thematic and programme evaluation reports, country and regional profiles, as well as programme profiles that can be accessed through the Office for Drug Control and Crime Prevention Web site. In June 2000, UNDCP will publish its second *World Drug Report*.

11. UNDCP will continue to increase its capacity to implement larger volumes of high-quality programmes by strengthening its partnerships with other United Nations agencies, non-governmental organizations and recipient Governments. It will increase its capacity to provide better technical support to its programmes while using more systematically the services of other agencies, such as the United Nations Office for Project Services, for the delivery of inputs. During the year 2000, UNDCP plans to put into operation a software system based on the World Wide Web, in order to improve considerably the financial management of the resources entrusted to it, and with a view to obtaining reliable information on, and ensuring better analysis of, the financial status of its programmes.

II. Programme priorities

A. General principles

12. At the twentieth special session of the General Assembly, Member States adopted a comprehensive drug control strategy for the next decade; the agreed objective was to substantially reduce the supply of and demand for illicit drugs by the year 2008. The General Assembly approved a Political Declaration by global consensus, along with a number of action plans. In addition to the international drug control conventions, those documents set the strategic objectives and guidelines to be implemented by UNDCP over the medium term.

13. The immediate task before UNDCP is to ensure that its priorities are in full accordance with the mandates emanating from the twentieth special session. A streamlined priority agenda should also help Member States to measure future results against more clearly defined UNDCP programming objectives.

14. The UNDCP priority agenda, detailed in the following pages, should be viewed from two different angles. On the one hand, UNDCP priorities can be seen in

Table 1

Sector, region, executing modality and location by cost and volume changes, 1998-1999 and 2000-2001

(Thousands of United States dollars)

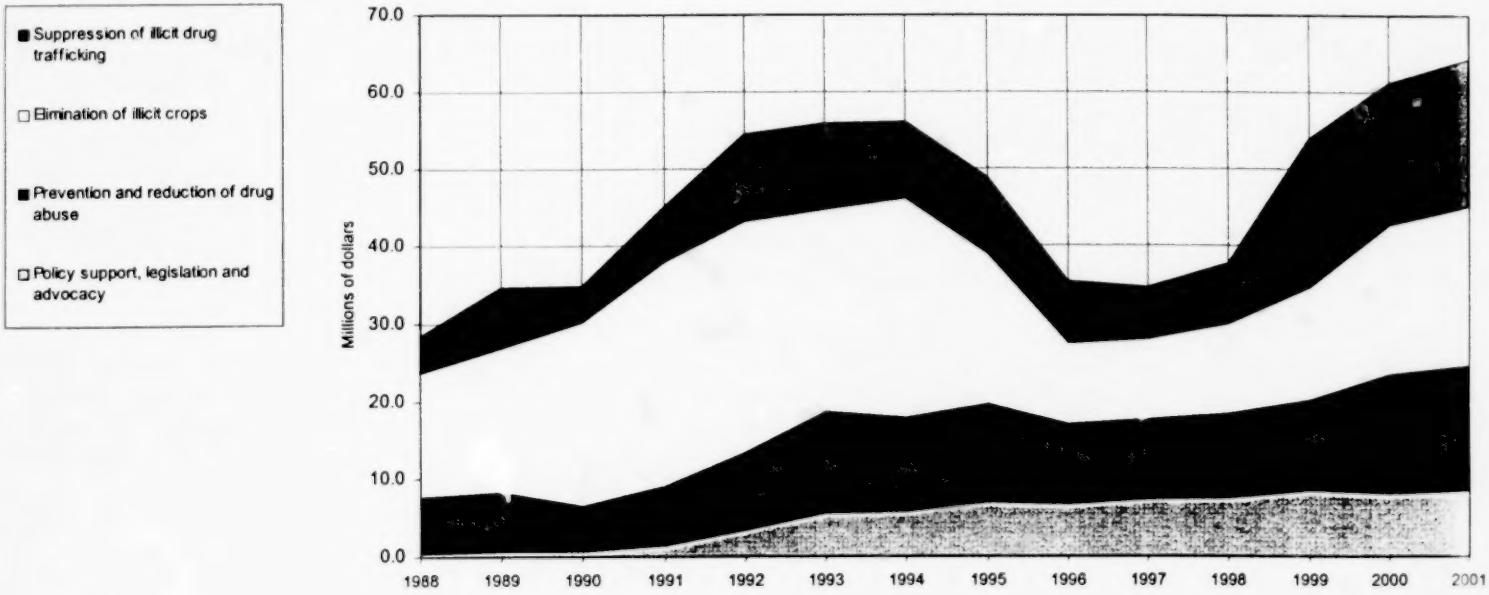
Item	1998-1999 Approved revised budget	Changes				1998-1999 Final expenditure estimates	Changes				2000-2001 Proposed initial budget
		Cost		Volume			Cost		Volume		
		Inc/(dec)	%	Inc/(dec)	%		Inc/(dec)	%	Inc/(dec)	%	
Sector											
Policy support, legislation and advocacy	21 655.8	216.6	1	(5 829.2)	(27)	16 043.2	424.8	3	3 984.5	25	20 452.5
Prevention and reduction of drug abuse	29 663.9	593.3	2	(7 817.6)	(26)	22 439.6	922.7	4	16 137.3	71	39 499.6
Elimination of illicit crops	26 059.7	1 556.4	6	(1 504.4)	(6)	26 111.7	1 483.4	6	22 414.5	86	50 009.6
Suppression of illicit drug trafficking	37 620.6	1 150.5	3	(11 642.6)	(31)	27 128.4	1 452.7	5	18 468.7	68	47 049.8
Total	**115 000.0**	**3 516.8**	**3**	**(26 793.9)**	**(23)**	**91 722.9**	**4 283.6**	**5**	**61 005.0**	**67**	**157 011.5**
Region											
Global	22 000.0	437.4	2	(7 191.0)	(33)	15 246.4	356.9	2	4 625.4	30	20 228.7
Sub-Saharan Africa	9 333.0	124.2	1	(4 835.5)	(52)	4 621.7	234.4	5	4 451.4	96	9 307.5
North Africa and the Middle East	3 423.4	23.4	1	(1 241.5)	(36)	2 205.3	121.4	5	4 531.9	206	6 858.4
Central and eastern Europe	10 485.0	242.4	2	(3 139.1)	(30)	7 588.3	536.8	7	(1 423.8)	(19)	6 701.4
West and central Asia	17 347.9	768.6	4	(5 166.0)	(30)	12 950.5	647.1	5	16 672.4	129	30 270.0
South Asia	3 633.3	115.1	3	(1 829.6)	(50)	1 918.8	56.8	3	1 877.7	98	3 853.3
East Asia and the Pacific	15 529.6	343.1	2	(3 379.0)	(22)	12 493.7	920.4	8	12 393.9	99	25 808.0
Latin America and the Caribbean	33 247.8	1 462.5	4	(12.1)	-	34 698.2	1 409.8	4	17 876.1	52	53 984.1
Total	**115 000.0**	**3 516.8**	**3**	**(26 793.9)**	**(23)**	**91 722.9**	**4 283.6**	**5**	**61 005.0**	**67**	**157 011.5**
Executing modality											
UNDCP	41 791.0	835.8	2	(9 294.7)	(22)	33 757.5	791.5	2	16 445.3	49	50 994.3
Agency	48 015.1	2 429.1	5	(12 147.8)	(25)	37 871.0	3 284.0	9	24 716.2	65	65 871.2
National	25 193.9	251.9	1	(5 351.4)	(21)	20 094.4	208.1	1	19 843.5	99	40 146.0
Total	**115 000.0**	**3 516.8**	**3**	**(26 793.9)**	**(23)**	**91 722.9**	**4 283.6**	**5**	**61 005.0**	**67**	**157 011.5**
Location											
Headquarters	23 694.1	710.8	3	(10 144.8)	(43)	15 427.4	713.0	5	6 371.6	41	22 512.0
Country level	91 305.9	2 806.0	3	(16 649.1)	(18)	76 295.5	3 570.6	5	54 633.4	72	134 499.5
Total	**115 000.0**	**3 516.8**	**3**	**(26 793.9)**	**(23)**	**91 722.9**	**4 283.6**	**5**	**61 005.0**	**67**	**157 011.5**

Table 2

Fund of UNDCP: Programme by sector, 1988-2001

(Millions of United States dollars)

Sector	*1988*	*1989*	*1990*	*1991*	*1992*	*1993*	*1994*	*1995*	*1996*	*1997*	*1998*	*1999*	*2000*	*2001*
Policy support, legislation and advocacy	0.4	0.5	0.6	1.4	3.3	5.4	5.6	6.8	6.7	7.2	7.5	8.5	8.0	8.4
Prevention and reduction of drug abuse	7.3	7.8	5.8	7.6	10.0	13.2	12.2	12.7	10.3	10.4	10.9	11.6	15.4	16.2
Elimination of illicit crops	16.0	18.5	23.8	29.0	30.0	26.1	28.3	19.4	10.3	10.3	11.6	14.5	19.5	20.5
Suppression of illicit drug trafficking	4.7	7.8	4.7	7.1	11.3	11.2	10.0	9.9	8.1	6.8	7.7	19.4	18.3	19.3
Total	**28.4**	**34.6**	**34.9**	**45.1**	**54.6**	**55.9**	**56.1**	**48.8**	**35.4**	**34.7**	**37.7**	**54.0**	**61.2**	**64.4**



Note: Expenditures for 2000-2001 are estimated at 80% of the proposed initial programme budget.

Table 3

Sector, region, executing modality and location by source of funding, 1998-1999 and 2000-2001

(Thousands of United States dollars)

Item		*1998-1999 approved revised budget*			*1998-1999 expenditure estimates*			*2000-2001 proposed initial budget*		
		General-purpose	*Special-purpose*	*Total*	*General-purpose*	*Special-purpose*	*Total*	*General-purpose*	*Special-purpose*	*Total*
Sector										
Policy support, legislation and advocacy		4 503.5	17 152.3	21 655.8	1 846.3	14 196.9	16 043.2	3 243.1	17 209.3	20 452.5
Prevention and reduction of drug abuse		4 485.4	25 178.5	29 663.9	5 122.0	17 317.6	22 439.6	6 028.5	33 471.1	39 499.6
Elimination of illicit crops		6 340.1	19 719.6	26 059.7	4 790.8	21 320.9	26 111.7	2 995.6	47 014.0	50 009.6
Suppression of illicit drug trafficking		3 271.0	34 349.6	37 620.6	5 191.9	21 936.5	27 128.4	2 206.0	44 843.8	47 049.8
	Total	**18 600.0**	**96 400.0**	**115 000.0**	**16 951.0**	**74 771.9**	**91 722.9**	**14 473.3**	**142 538.2**	**157 011.5**
Region										
Global		3 520.0	18 480.0	22 000.0	3 582.0	11 664.4	15 246.4	4 997.5	15 231.2	20 228.7
Sub-Saharan Africa		1 538.2	7 794.8	9 333.0	1 406.5	3 215.2	4 621.7	1 769.1	7 538.5	9 307.5
Middle East and north Africa		547.8	2 875.6	3 423.4	485.5	1 719.8	2 205.3	157.0	6 701.4	6 858.4
Central and eastern Europe		2 213.5	8 271.5	10 485.0	1 083.2	6 505.2	7 588.3	6.6	6 694.8	6 701.4
West and central Asia		5 353.5	11 994.4	17 347.9	2 183.4	10 767.2	12 950.5	2 553.9	27 716.1	30 270.0
South Asia		682.2	2 951.1	3 633.3	498.1	1 420.7	1 918.8	1 085.8	2 767.6	3 853.3
East Asia and the Pacific		4 744.8	10 784.8	15 529.6	1 502.2	10 991.5	12 493.7	1 042.3	24 765.8	25 808.0
Latin America and the Caribbean		-	33 247.8	33 247.8	6 210.1	28 488.1	34 698.2	2 861.1	51 123.0	53 984.1
	Total	**18 600.0**	**96 400.0**	**115 000.0**	**16 951.0**	**74 771.9**	**91 722.9**	**14 473.3**	**142 538.2**	**157 011.5**
Executing modality										
UNDCP		8 750.3	33 040.7	41 791.0	6 585.4	27 172.1	33 757.5	8 266.0	42 728.3	50 994.3
Agency		7 924.2	40 090.9	48 015.1	6 652.0	31 219.0	37 871.0	5 847.9	60 023.3	65 871.2
National		1 925.5	23 268.4	25 193.9	3 713.6	16 380.8	20 094.4	359.3	39 786.7	40 146.0
	Total	**18 600.0**	**96 400.0**	**115 000.0**	**16 951.0**	**74 771.9**	**91 722.9**	**14 473.3**	**142 538.2**	**157 011.5**
Location										
Headquarters		5 288.0	18 406.1	23 694.1	3 802.7	11 624.7	15 427.4	2 075.1	20 436.9	22 512.0
Country level		13 312.0	77 993.9	91 305.9	13 148.3	63 147.2	76 295.5	12 398.1	122 101.4	134 499.5
	Total	**18 600.0**	**96 400.0**	**115 000.0**	**16 951.0**	**74 771.9**	**91 722.9**	**14 473.3**	**142 538.2**	**157 011.5**

purely substantive terms, answering the question as to what UNDCP should be doing in the foreseeable future. On the other hand, the same priorities can be viewed from a geographic perspective, illustrating where UNDCP should be targeting its assistance.

15. Satisfactory implementation of priority activities will depend not only on UNDCP itself. Variables not entirely within UNDCP control include the propensity of UNDCP partners at the governmental, intergovernmental and non-governmental levels to cooperate with UNDCP. Consideration should be given to the target groups that UNDCP must reach out to in order to fulfil its mandates, as well as to the intersectoral linkages between drug control and other development-oriented concerns.

1. Substantive priorities

16. UNDCP will organize its interventions into the four above-mentioned thematic areas as follows: in the area of policy support, legislation and advocacy, UNDCP will assist Member States in strengthening the international policy and legal framework required for effective cooperation in drug control matters; in the area of prevention and reduction of drug abuse, UNDCP will support prevention, treatment and rehabilitation programmes; in the area of suppression of illicit drug trafficking, UNDCP will support the strengthening of law enforcement capabilities along the main trafficking routes; and in the area of elimination of illicit crops, UNDCP will support alternative development programmes in the main centres of illicit crop production.

2. Geographic programme priorities

17. UNDCP has a relatively small funding base; it is therefore important that it should not only set substantive priorities, but also concentrate its interventions on particular regions and countries. UNDCP has organized its programme priorities at three levels: global, regional and national. The difference between each of these levels is in their anticipated scope of impact. Global, regional and national programmes in each thematic area should be mutually reinforcing.

18. Global programmes include those activities that are, in their sum total, meant to have an impact at the global level. Priority activities at the global level allow all countries to benefit from UNDCP advice and assistance, even though direct assistance focuses on particular States.

19. Regional programmes focus on the regional manifestations of illicit production, trafficking and abuse of drugs. UNDCP regional programmes aim at bringing countries together, often under formal memoranda of understanding. Regional programmes focus on containing drug trafficking, the spread of the abuse and the "balloon effect" that can result from country-based interventions against illicit drug production. The UNDCP position at the crossroads of international cooperation, combined with its objectivity and credibility, allow it a comparative advantage in fostering cooperation at this level.

20. National programmes focus on individual countries that have illicit drug problems of such a scale or nature that there are international interests at stake. Priority countries are chosen on the basis of criteria such as the extent of the problem, the potential demonstration effect, and international concern and donor support.

21. The main target group for UNDCP assistance remains Governments of Member States. In addition, UNDCP will expand its operational dialogue with local communities, rural-based organizations and non-governmental organizations. In particular, UNDCP will focus on youth as a key target group.

22. The mapping of the global drug situation and of its evolution, as well as the macro-level analysis of the impact of drug control policies, assists UNDCP in periodically reassessing operational priorities, calibrating technical cooperation activities, and raising the awareness of Governments regarding the position and role of their countries on the global drug scene, as well as their relative performance within the framework of the international control system.

3. Intersectoral linkages with development

23. It is often assumed that the only relationship between drugs and development is a unidirectional one; drug abuse and related problems such as crime are significant only insofar as they distort the processes of economic, social and political development. Less consideration has been given to the converse relationship, to the question of how unmet development needs actually contribute to involvement with illicit drugs. In this light, drugs serve unmet functional needs that arise in the spheres of economic and social development. The examples are in fact too numerous to cite in these pages. Suffice it to say that the aim of preventing or containing illicit drug activity

should be of concern not only to those immediately working in the field of drug control, but also to those involved in and working towards economic, social and political development. In this context, UNDCP has made special efforts to identify and clarify the operational linkages between its core activities and the broader sphere of development.

B. Policy support, legislation and advocacy

1. Global programmes

24. In support of concerted international action against illicit production, trafficking and abuse of drugs, a central tenet of UNDCP strategy remains the development and advocacy of international norms, standards and policies for drug control. UNDCP has initiated global programmes for policy and trend analysis, against money-laundering, and of legal assistance to support Member States by increasing knowledge and understanding of the global and multidimensional nature of the drug problem, and providing them with the capacity needed to ensure the legal, institutional and policy support to solve the problem. UNDCP works closely with the Centre for International Crime Prevention of the Office for Drug Control and Crime Prevention of the Secretariat on issues related to drug-related crime.

25. The global programme for policy and trend analysis aims at providing reliable data on, and analysis of, illicit production, trafficking and abuse of drugs, forecasting future trends and advising Governments and organizations on effective drug control policies, strategies and countermeasures. Given its intersectoral focus, the programme integrates knowledge of patterns and trends in both the supply of and the demand for drugs, contributing to the development of effective drug control policies and instruments at international, regional and national levels. Accordingly, UNDCP will collect and analyse data and information on the illicit drug problem worldwide, and act as a central clearing house for information on global drug trends. UNDCP scientific publications will be instrumental in keeping the drug control and scientific communities, as well as decision makers and the public at large, abreast of important issues and conceptual developments in international drug control. They will aim at making a significant contribution to nurturing debate on the drug problem, and supporting UNDCP normative and advocacy functions.

26. The Global Programme against Money Laundering was set up to strengthen the abilities of national law enforcement authorities and international bodies to fight money-laundering more effectively. The strategy of the Global Programme against Money Laundering is designed to achieve the following objectives: (a) to increase knowledge and understanding of the money-laundering problem and contribute to the development of policies by the international community and Member States; (b) to increase the legal and institutional capacity of States to fight money-laundering; (c) to increase the capacity of States to successfully undertake financial investigations into money-laundering and matters relating to the proceeds of crime. Composed of a multidisciplinary team of legal, financial and law enforcement experts, the programme provides advice and assistance to States in the development of anti-money-laundering mechanisms; undertakes research on key issues and supports the establishment of specialized units; and provides training to law enforcement and justice officials for better implementation of money-laundering laws.

27. At the international level, efforts are aimed at raising awareness of the money-laundering problem and helping the judicial, financial and law enforcement sectors to establish the necessary legal basis for criminalizing money-laundering worldwide and taking countermeasures. At the global level, the Global Programme against Money Laundering elaborates general instruments, including a compendium of legislation and procedures, statistical data banks and training modules and materials. It will also focus on priority countries and test the instruments developed in pilot activities. The work will thus complement the role of the Financial Action Task Force on Money Laundering and other partners that concentrate on analysing the phenomenon, defining adequate measures to tackle it and mobilizing Governments. Research and analysis is the second pillar of the Global Programme. Activities in this area generate key data and information needed to understand money-laundering and identify changing techniques, so as to help Governments adapt their policies and strategies. Research will investigate such topics as the consequences of the infiltration of criminal money for the economy of a State; the impact of money-laundering controls on the development of foreign investment; and the different techniques used to launder money. The third pillar of the Global Programme is to help set up financial investigation services or adapt existing ones. Activities in this area are geared to identifying possibilities for future legislation, training and international cooperation.

28. The Global Programme against Money Laundering will implement during the biennium 2000-2001 the United Nations Offshore Forum, an initiative to deny access by criminals to offshore financial services markets for the purpose of laundering the proceeds of crime. Working closely with experts from the more developed offshore centres and multilateral organizations, the United Nations Offshore Forum is to identify minimum performance standards that must be achieved by all offshore centres. Those standards, which are under review, will be considered by the global offshore financial services community during a meeting organized by the Office for Drug Control and Crime Prevention and hosted by the Government of the Cayman Islands at the beginning of the year 2000. A commitment to the standards will be required from Governments by way of a ministerial statement to qualify for advisory programmes coordinated by the Office and other training and technical assistance.

29. The Global Legal Assistance Programme (or Legal Advisory Programme) delivers UNDCP legal advisory services to assist Member States in adapting, harmonizing and effectively implementing national legislation, in line with all the international drug control conventions. Three field-based regional advisers will be servicing most needs in the Commonwealth of Independent States and in the regions of Latin America and of southern and east Africa.

30. UNDCP legal assistance will give priority to States affected by drug trafficking, diversion of precursors or money-laundering and States with high drug-abusing prison populations and chronic court delays. Advanced legal assistance will focus on States of eastern and southern Europe, States members of the Economic Cooperation Organization (ECO) (including Afghanistan, Azerbaijan, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkey, Turkmenistan and Uzbekistan), and States of the Middle East, south-west Asia, sub-Saharan Africa, Central America and the Caribbean and the regions of the Amazon and the Andes. Assistance will be delivered to priority States through needs assessment, legislation, training in the functioning of the justice system, post-legislation problem-solving and judicial cooperation. Where intensive longer-term training in drug-related procedures and practices of the justice system and support for capacity-building are needed, they will be delivered through specific follow-up projects at the national or regional level.

31. Global image-building activities carried out by UNDCP are aimed at enhancing and promoting its work worldwide. Public information material, including posters, publications and video clips, will continue to be produced and disseminated to Governments, universities, non-governmental organizations and the print and broadcast media, as well as to national and regional organizations working in the field of drug control. Conferences, meetings and symposia will be organized for advocacy purposes. The External Relations Unit will focus on creating and maintaining, on the World Wide Web, a site for the Office for Drug Control and Crime Prevention, in order to provide the best available information on drugs and crime through the Internet. In addition, support will be maintained, both at headquarters and in the field, for activities such as the yearly celebration of the International Day against Drug Abuse and Illicit Trafficking, which offers an opportunity for advocacy and raising awareness about the problem of drug abuse.

2. Regional and national programmes

32. In Africa, the key to the success of the new priority programme framework adopted in 1999 and the delivery of integrated regional priority programmes will be closer cooperation with Governments and regional bodies. The packaging of drug control projects into regional thematic priority components will allow their integration into larger development efforts managed by other agencies and donors. Consequently, 25 per cent of the proposed budget for Africa is devoted to policy and advocacy aimed at promoting the new approach and engaging more partners in drug control efforts in Africa. The regional drug control units of the Organization of African Unity (OAU), the Economic Community of West African States (ECOWAS) and the Southern African Development Community (SADC) play a vital role in this area, and UNDCP will increase cooperation with those units to support implementation of the ECOWAS regional action plan for west Africa, the SADC drug control action plan for southern Africa and the OAU Declaration and Plan of Action on Drug Abuse and Illicit Trafficking Control in Africa. Regional funding options for drug control will also be explored, including the Ecodrug Fund of ECOWAS and the OAU assistance fund for post-conflict countries.

33. The focus of UNDCP interventions in Africa will be the regional priority programmes for southern and west Africa. Those two subregions are most affected by the drug problem, and the existence of drug control policy and coordination bodies, through ECOWAS and SADC, has enabled UNDCP to prepare regional priority programmes based on those structures. Other African countries,

especially those with a growing drug problem, will be supported in their evolving national drug control policies or action plans through individual projects for which funding can be secured. The full design of priority programmes for east, north and central Africa can be undertaken only when significant additional funds become available. Current priorities are based on a realistic assessment of drug problems, on counterpart priorities and capacities, and on funding prospects in the different regions.

34. In west Africa, policy support and advocacy components of the regional priority programme will build on previous achievements. Through mainly regional projects, advisory services, training and other resources will strengthen the ongoing activities of the ECOWAS regional drug control unit and of the 16 national interministerial drug control coordination committees. Those activities have been coordinated with a project of the European Commission under which training is to be provided in mainly technical areas. Assistance is also planned in post-conflict countries in integrating the development of drug control policy and action components into larger rehabilitation programmes.

35. In southern Africa, more national inputs are required to support policy and coordination structures, including related projects in Botswana, Lesotho, Malawi, Mozambique, South Africa and Swaziland. In line with the memorandum of understanding signed between UNDCP and SADC in March 1999, the regional programme will contain advocacy and coordination components for the SADC secretariat and member Governments, including measures to improve data collection, analysis and dissemination, so as to enable counterparts in the region to assume stronger roles in programme implementation. In east Africa, the focus is also on activities at the country level. Policy development projects will continue in Madagascar and the United Republic of Tanzania, and are in the pipeline for Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Uganda, with the involvement of the Commission for East African Cooperation (EAC) at the subregional level, although additional resources are required to start those activities.

36. In southern and north Africa, assessment and monitoring of illicit cultivation of cannabis are planned, subject to the availability of funds and the national commitment to follow up assessments with adequate eradication action. Such measures are designed to achieve the targets set by the General Assembly at its twentieth special session for the gradual reduction and elimination of all illicit crops. They also take into account the African Common Position on Drug Abuse and Illicit Trafficking, prepared for the twentieth special session and revised thereafter to reflect related drug control priorities in Africa, and Commission resolution 42/3 on the monitoring and verification of illicit cultivation.

37. In the Middle East, UNDCP will strive to establish subregional cooperation in drug control, and a subregional technical assistance programme in drug control will be implemented during the biennium, at an estimated cost of $745,000. UNDCP has successfully rallied the countries of the subregion around the common interest of improved drug control, thus supporting the Middle East peace process. UNDCP will continue to assist in the harmonization of legal systems, particularly in the Palestinian Autonomous Areas and neighbouring States. At the same time, UNDCP will facilitate the establishment of legal cooperation structures and continue the training of judges, prosecutors and law enforcement personnel in the development and application of national drug control legislation and the international drug control conventions. The region is experiencing an increasing incidence of money-laundering. UNDCP will provide assistance to States in drafting appropriate legislation and developing adequate operational countermeasures. In this connection, UNDCP will continue the implementation of its multisectoral activities in Lebanon, with the aim of providing support for the anti-money-laundering efforts of the Government.

38. In central Europe, since 1993, coordination of international drug control assistance has been an important element of UNDCP operations in the region. The coordination mechanism is instrumental both in maintaining a clear and complete picture of the drug situation and related trends, and in numerous international assistance programmes. It is providing the framework for new strategic initiatives to avoid overlapping and duplication of assistance. Legal assistance will continue to be delivered within the framework of the Global Legal Assistance Programme, in cooperation with the Central European Initiative.

39. In west Asia, UNDCP will increase the provision of expertise and advice to Governments in developing their own strategies against the drug problem and to ensure the successful design and implementation of UNDCP technical cooperation programmes. In Afghanistan, UNDCP is seeking to become more actively engaged in a meaningful

dialogue with the Taliban authorities, which currently control 97 per cent of the area under opium poppy cultivation, as well as with representatives of the Government, with the immediate goal of achieving a commitment by the authorities to enforce the opium poppy ban in their territories. The ban on opium poppy cultivation issued by the Taliban authorities on 20 October 1997 needs to be reviewed at the provincial and local levels. To implement its strategy, UNDCP will mobilize the United Nations system and other agencies to support their drug control efforts and the incorporation of drug control components into their respective programmes. Drug control mainstreaming and cooperation within the development assistance framework in Afghanistan will be improved through the implementation of a new integrated drug control programme for Afghanistan, at an estimated cost of $6.4 million, for the coming biennium, which will serve as the foundation for a coordinated development and drug control response involving both opium poppy reduction and demand reduction.

40. The objectives of the UNDCP-supported multi-disciplinary comprehensive drug control programme for the Islamic Republic of Iran will be: (a) to provide Iranian judges and magistrates with needed legislative and investigative tools to deal with drug traffickers and transnational organized crime; and (b) to mobilize national decision makers, opinion leaders and the general public to play an active role in the fight against drugs and criminality, for example, by empowering the community with the required instruments for designing, planning and implementing local drug control action plans.

41. Within the framework of the memorandum of understanding signed between ECO and UNDCP on 15 March 1995, a UNDCP project has been initiated to promote coordination of drug control activities within the region and to assist in monitoring the implementation of the ECO Plan of Action on Drug Control.

42. A memorandum of understanding on cooperation in drug control and activities against money-laundering was signed in Tbilisi on 10 June 1999 between Armenia, Georgia, the Islamic Republic of Iran and UNDCP. The memorandum of understanding will provide a political framework for a common response to the drug scourge in the countries concerned, and, with the assistance of UNDCP, strengthen cooperation in combating illicit trafficking in narcotic drugs, psychotropic substances and precursors, as well as cooperation in the field of drug demand reduction and in activities against money-laundering.

43. In Pakistan, UNDCP will continue to play an active advocacy role. Particular emphasis will be given to implementation of the national drug control master plan adopted in February 1999. Efforts will also be concentrated on drug abuse and its reduction and on ways to tackle drug trafficking, first within Pakistan, through the containment of opium and heroin coming from Afghanistan, in particular in the provinces bordering that country, and secondly by focusing on related issues and encouraging the Government of Pakistan to take steps to promote the reduction of drugs in Afghanistan.

44. In central Asia, UNDCP intends to further its initiatives to harmonize national legislation, to advise on the adoption of new laws on precursor control, money-laundering and organized crime, and to continue information activities aimed both at policy makers and at the population at large. UNDCP will promote greater cooperation in regional drug control by furnishing legal advice and furthering regional cooperation. A consolidated presence of the Office for Drug Control and Crime Prevention was established in the region during 1999, and programme activities are being elaborated. To promote the achievement of several joint policy objectives, UNDCP has embarked on implementing the master plan for drug control and crime prevention in Kazakhstan, a key element of which is the prevention and control of organized crime, initially through the development of a comprehensive educational and training course on combating money-laundering for law enforcement officials. Assistance will be provided to the five countries in the region to support their efforts to control drug-related organized crime. Since few of the central Asian States have appropriate legislation dealing with the seizure of assets derived from drug trafficking, efforts will focus on the elaboration of effective laws and the use of proceeds derived from the disposal of such assets to support law enforcement and criminal justice entities. The UNDCP capacity for providing expertise in legal areas relating to drug control and crime prevention is being strengthened by the posting of senior legal advisers in drug and crime control. UNDCP priorities in this area for the biennium 2000-2001 are estimated at $1,472,000.

45. In the region of the Caucasus, UNDCP envisages supporting a number of activities designed to ensure more effective control of drugs and organized crime in the subregion, involving representatives of Armenia,

Azerbaijan and Georgia in intercountry information exchange and collaboration.

46. In south Asia, priority will be given to strengthening legislative and institutional frameworks for the control of precursor chemicals, as a component of the programme for precursor control in south and south-west Asia. Activities will include development of control systems, working mechanisms and standard operating procedures at the regional level. Chemical industries will be supported in adopting and implementing voluntary codes of conduct to reduce diversion of chemicals to illicit drug manufacture. UNDCP will also provide assistance to countries in strengthening national planning in the field of drug control.

47. In east Asia and the Pacific, UNDCP will continue to give priority to the promotion of subregional cooperation, through the full implementation of the subregional action plan (with a total proposed budget of $22 million) and the formulation of new initiatives, such as action against the abuse of amphetamine-type stimulants, as well as advocacy and inter-agency cooperation. Concurrently with the subregional efforts, UNDCP will continue to give high priority to strengthening drug control capacities at the national level. During the biennium, UNDCP will assist the Lao People's Democratic Republic and Viet Nam in reviewing and updating national drug control policies and strategies and improving the functioning of their national drug control administrations. In all activities, particular efforts will be made to establish close cooperation with regional bodies such as the Economic and Social Commission for Asia and the Pacific (ESCAP), the Association of South-East Asian Nations (ASEAN) and the South Pacific Forum.

48. In Latin America and the Caribbean, upgrading policy frameworks and the technical, managerial, advocacy and fund-raising functions of national drug control commissions will remain an overall UNDCP objective during the biennium 2000-2001. UNDCP priorities for the biennium are estimated at $1,994,000 for work on the following two thematic subprogrammes: "Drug control commissions and international coordination mechanisms"; and "Drug control advocacy". UNDCP will support Bolivia, Colombia and Peru to improve national drug control planning, project monitoring and evaluation functions, with special emphasis on systems to monitor and verify the extent of illicit crop cultivation, in line with Commission resolution 42/3 on monitoring and verification of illicit cultivation. In Bolivia, Brazil, Colombia and Central America, UNDCP plans continued support to major drug- awareness initiatives focusing on the economic and social costs of the drug problem. In Bolivia, UNDCP will join other United Nations agencies in a national programme to train decentralized government entities and community organizations in conflict resolution. In the Caribbean, coordination of international drug control assistance and the monitoring of the implementation of the Barbados Plan of Action for Drug Control Coordination and Cooperation will remain a key UNDCP priority under the ongoing Caribbean coordination mechanism. Special attention will be devoted to promoting Caribbean ownership, and evaluating the achievements, of the Barbados Plan of Action. UNDCP will assist Member States, at their request, in implementing recommendations arising from the multilateral drug control evaluation mechanism of the Organization of American States (OAS), scheduled to start in the year 2000.

3. Intersectoral linkages

Good governance and the rule of law

49. The credibility of the State has a powerful influence on the readiness of civil society to abide by the law. Thus, even as UNDCP focuses on drug control policy and legislation, its work relating to good governance and the rule of law depends on institution-building and indeed State-building. Closer ties with organizations and United Nations offices entrusted with the task of helping countries in this area will therefore prove crucial in terms of allowing UNDCP to fulfil its mandate relating to drug control policy and legislation. Inconsistent application of the law or favourable treatment for politically linked offenders can strongly affect public attitudes towards the relevance of drug control laws. Likewise, when drugs disappear while in the possession of the State, when suspects are freed or detained for reasons that have little to do with the merits of the case at hand, the law soon loses its significance as a guidepost for societal activity. It is in this light that the rule of law has significance in the context of drug control. Governments themselves should endeavour to strengthen the judicial system, laws and institutions. UNDCP works in tandem with the Centre for International Crime Prevention on these issues, taking advantage of the strengths of the Centre in the relevant normative areas.

Peace and security

50. The illicit drug economy is increasingly correlated to political destabilization in Asia and Latin America. The

issue of drug control is linked to peace initiatives, whether in Afghanistan or Colombia. UNDCP, in cooperation with United Nations organizations, the international financial institutions and Governments, needs to address issues related to peace and security in relevant areas, motivated by the fact that in situations of armed conflict, the illicit drug market can develop into an integral part of the local or national economy, adversely affecting both the peace-building process as well as efforts in drug control.

C. Prevention and reduction of drug abuse

1. Global programmes

51. The Political Declaration adopted by the General Assembly at its twentieth special session established the year 2003 as a target date for new and enhanced drug demand reduction strategies and programmes worldwide. Member States also committed themselves to achieving significant and measurable results in the field of demand reduction by the year 2008. Developing appropriate responses to drug abuse and determining the impact and effectiveness of such responses requires a sound knowledge of the nature, scale and extent of drug abuse and its consequences. In order to assist Member States in meeting those targets, UNDCP will provide advice and technical assistance, where appropriate, for establishing national systems to monitor drug abuse, and for national strategies to reduce demand. To this end, UNDCP will act as a clearing house for data on drug abuse and effective strategies, approaches, projects and best practices to reduce demand for illicit drugs. Those activities will be undertaken in collaboration with and in support of ongoing national and regional projects.

52. In order to monitor drug abuse, the UNDCP Global Programme on Assessing the Magnitude of Drug Abuse will support Governments and regional epidemiological networks in building up or improving national information networks for the collection and analysis of data on drug abuse. In order to ensure the comparability of data, consensus will be built around three key indicators of drug demand: prevalence in the general population; prevalence among youth; and the number of problem drug users. Through the provision of epidemiological training at the national level, UNDCP will contribute to capacity-building in countries lacking the infrastructure and resources to monitor their drug abuse problem.

53. In terms of demand reduction approaches, particular emphasis will be placed on community-based prevention initiatives. On this basis, principles of best practice in community-based prevention will be identified and disseminated. UNDCP will continue to involve young people in the identification and development of effective ways to prevent and reduce drug abuse among youth. This will be achieved through the establishment of various channels of communication with young people in general and youth programmes for drug abuse prevention in particular. UNDCP will assist those programmes by providing training opportunities and possibilities for them to communicate with each other, and by involving them in the dissemination of innovative approaches to drug abuse prevention among young people.

54. With regard to treatment, UNDCP, working closely with the World Health Organization (WHO), will promote and advocate more cost-effective approaches, on the basis of assessments of treatment needs and evaluations of treatment results. Particular emphasis will be placed on the development of treatment modalities responding to the needs of young people and women.

2. Regional and national programmes

55. With around 35 per cent of the budget allocation, or $3.2 million, a higher share than in previous years has been allotted to demand reduction in Africa, of which more than two thirds is planned for related components of the regional priority programmes for southern and west Africa. The remaining funds are to cover the Africa-wide demand reduction components and integrated projects mainly in east and north Africa. Except for assessed individual needs as outlined below, demand reduction in Africa will focus on drug abuse prevention, education and awareness-raising, including the mobilization of non-governmental organizations and civil society. A demand reduction expert will be available to assist African counterparts in designing and implementing their demand reduction activities and new demand reduction priority projects. This expert will also support Africa-wide networking between successful non-governmental organizations, demand reduction experts and other drug control counterparts in Africa.

56. In west Africa, demand reduction will be the thematic programme focus in the coming biennium. Related country and regional projects account for almost 40 per cent of the planned budget for west Africa. In Nigeria, prevention and counselling services will be provided for two identified

Table 4

Policy support, legislation and advocacy: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001

(Thousands of United States dollars)

Item	1998-1999 expenditure estimates			Changes				2000-2001 proposed initial budget		
				Cost		Volume				
	General-purpose	Special-purpose	Total	Inc/(Dec)	%	Inc/(Dec)	%	General-purpose	Special-purpose	Total
Region										
Global	314.4	6 631.7	6 946.0	203.3	3	4 372.3	63	2 115.6	9 406.0	11 521.6
Sub-Saharan Africa	533.0	1 218.4	1 751.4	58.1	3	493.7	28	384.1	1 919.0	2 303.1
Middle East and north Africa	90.2	319.5	409.7	17.4	4	419.8	102	155.7	691.2	846.9
Central and eastern Europe	168.2	1 009.9	1 178.1	7.8	1	(1 088.3)	(92)	6.6	90.9	97.5
West and central Asia	412.6	2 034.7	2 447.3	63.2	3	440.3	18	-	2 950.7	2 950.7
South Asia	32.1	91.5	123.5	2.0	1	(17.3)	(11)	60.2	48.0	108.2
East Asia and the Pacific	79.0	578.0	657.0	20.8	3	(47.6)	(8)	89.8	540.5	630.2
Latin America and the Caribbean	216.9	2 313.2	2 530.1	52.2	2	(588.4)	(23)	431.2	1 563.0	1 994.2
Total	**1 846.3**	**14 196.9**	**16 043.2**	**424.8**	**3**	**3 984.5**	**25**	**3 243.1**	**17 209.4**	**20 452.5**
Executing modality										
UNDCP	-	5 159.2	5 159.2	184.8	4	8 037.4	156	2 759.0	10 622.4	13 381.4
Agency	1 064.5	5 927.5	6 992.0	240.0	3	(323.3)	(5)	484.1	6 424.6	6 908.7
National	781.8	3 110.2	3 892.0	-	-	(3 730.0)	(96)	-	162.4	162.4
Total	**1 846.3**	**14 196.9**	**16 043.2**	**424.8**	**3**	**3 984.5**	**25**	**3 243.1**	**17 209.4**	**20 452.5**
Location										
Headquarters	-	2 207.2	2 207.2	74.3	3	5 650.9	256	465.0	7 467.4	7 932.4
Country level	1 846.3	11 989.7	13 836.0	350.5	3	(1 666.4)	(10)	2 778.1	9 742.0	12 520.1
Total	**1 846.3**	**14 196.9**	**16 043.2**	**424.8**	**3**	**3 984.5**	**25**	**3 243.1**	**17 209.4**	**20 452.5**

risk groups, namely street children and commercial sex workers in Lagos. It is also planned to expand to key sites in Nigeria the structures of Government and of non-governmental organizations for prevention and for the counselling of addicts. As the abuser population in Nigeria is spreading fast, the provision of advice and technical know-how on best practices for drug treatment and rehabilitation, including existing indigenous and traditional treatment, is planned. On the basis of 1999 assessments of drug abuse patterns in Côte d'Ivoire, Ghana, Nigeria and Senegal, national interventions meeting the specific requirements of risk and abuser groups will be started. If feasible, this project will be replicated in other west African countries. A planned project with UNFPA aims at strengthening drug awareness among risk groups in, *inter alia*, Cape Verde, Gambia and Senegal. It is planned to support west African non-governmental organizations with a proven record in drug abuse prevention, and to mobilize others who work mainly with youth and women to engage also in primary prevention.

57. In southern Africa, demand reduction is the second major priority of the regional programme. Several components focus on treatment and rehabilitation of addicts, as their number is growing fast. A project started in South Africa in late 1999 will build 10 community-based centres over the next three years that will be equipped to deliver adequate counselling, treatment and rehabilitation services. Activities include assessments in several provinces, upgrading of existing community facilities, training and expert advice for staff, workshops for communities and involvement of family and community members in rehabilitation. A regional project planned with the International Labour Organization (ILO) aims at creating six community resource centres against drug abuse and alcohol addiction in Mozambique, South Africa, Swaziland and Zimbabwe. In several southern African countries, rapid assessments of the drug abuse situation will be conducted in 2000. Their results and other priorities defined in the SADC regional drug control action plan will provide the basis for other demand reduction activities to be included in the regional programme. One area of importance is the relation between the human immunodeficiency virus (HIV) and drug abuse in several countries and the identification of cooperation options for joint activities of the Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS), interested United Nations agencies and UNDCP.

58. In east Africa, regional demand reduction activities will shift their focus from reaching a maximum number of non-governmental organizations to supporting those that have proven capacities in reaching major target and risk groups with sound preventive activities. Prevention activities in ongoing projects with Kenya, Madagascar and the United Republic of Tanzania will continue, and new projects are planned to assist Djibouti, Ethiopia and Uganda in their assessment of the true extent of drug abuse problems and the design of appropriate initial prevention schemes. Limited funds have also been dedicated for initial assessments and demand reduction activities in north Africa and central Africa, but can only be developed and implemented subject to the availability of additional funding and local resources to conduct those activities.

59. The subregional programme for the Middle East includes activities, costed at about $900,000 for the biennium 2000-2001, to reduce the demand for illicit drugs. Given the young age profile of the population in the countries of the Middle East, the strategic perspective of UNDCP work will be to pre-empt a further upsurge in drug abuse through developing and implementing prevention campaigns targeting youth. At the same time, treatment and rehabilitation facilities will be upgraded. These programmes will also include components for particular groups at risk, such as street children. Such activities lend themselves to implementation through non-governmental organizations, and UNDCP will support the development of a subregional network of non-governmental organizations to that end. Demand reduction activities will also include efforts to establish sustainable data collection and storage systems for drug abuse data, both at the national and subregional level.

60. In central and eastern Europe, priorities in the demand reduction sector, within the budget of $587,000, include participation in the regional response to the problems created by the spreading use of amphetamine-type stimulants and by HIV/AIDS, as well as delivery of comprehensive drug prevention programmes in post-conflict countries. A large-scale regional programme to prevent the abuse of amphetamine-type stimulants will be designed in cooperation with the European Commission programme Poland/Hungary Aid for the Reconstruction of the Economy (PHARE), focusing the financial and expert resources on a coordinated response to this growing problem. A project in Bosnia and Herzegovina involving community and school-level drug prevention measures will fill the existing gap in the post-conflict reconstruction

process, in which the international community is playing a leading role. Following the successful completion of a drug law enforcement project, a more balanced approach to the drug problem in the country will be ensured.

61. In west Asia, UNDCP demand reduction priorities for the biennium 2000-2001 are costed at about $1.25 million. In Afghanistan, a drug demand reduction module will be implemented as a component of the new integrated drug control programme for Afghanistan, to be launched in January 2000. On the basis of the findings of initial UNDCP assessments in Herat, Jalalabad, Kabul and Qandahar provinces, as well as in refugee camps and Afghan communities in Peshawar and Quetta in Pakistan, the module will address the need to improve community-based drug prevention, treatment, rehabilitation and social reintegration capabilities in selected target areas in Afghanistan and in refugee camps and Afghan communities in Pakistan. Specialist community treatment and intervention teams will be selected and trained and then sited in appropriate target areas with the cooperation of local authorities, non-governmental organizations and communities. The teams will provide drug demand reduction services at the levels of primary, secondary and tertiary prevention. The module will also initiate a programme for United Nations staff, working in Afghan communities in such fields as health care, social work and community development, who want to incorporate drug issues into their policies, training and activities.

62. In the Islamic Republic of Iran, the comprehensive drug control programme also aims at establishing a unified strategy for drug abuse research and intervention. A network of drug demand reduction institutions and non-governmental organizations will cooperate in addressing the phenomenon of drug consumption at national and local levels.

63. In Pakistan, UNDCP has elaborated a comprehensive demand reduction programme that is to be launched at the end of 1999. The programme, which is linked with the master plan for drug abuse control for the period 1998-2003, approved by the Government of Pakistan in February 1999, will address the serious problem of drug abuse faced by the country. Through implementing the new programme during the biennium 2000-2001, better coordination and mainstreaming of demand reduction initiatives at the federal level will be achieved and a network of model treatment and rehabilitation centres within the Government and non-governmental organizations will be established.

64. In central Asia, comparatively little attention has been paid to demand reduction activities. During the biennium 2000-2001, UNDCP is proposing to promote the elaboration in each of the central Asian States of a national drug demand reduction strategy with a budget of $550,000 that will form an essential part of national drug control programmes. Future demand reduction programmes in the region will focus on data collection and surveys, since only very limited data are available on the extent of drug abuse. One of the key priorities is the development of a cost-effective community-based treatment module with appropriate approaches to medical and social rehabilitation of drug addicts. Training of health and social welfare professionals and non-governmental organizations in community-based prevention, treatment and rehabilitation is essential. Public awareness campaigns were launched in all central Asian States during 1999, and such activities, implemented by non-governmental organizations, are expected to continue during the biennium. In view of the preponderance of HIV infection among injecting drug users in the region, UNDCP has, together with UNAIDS, UNICEF, UNDP, UNFPA and the United Nations Educational, Scientific and Cultural Organization (UNESCO), elaborated country projects for each of the five central Asian States dealing with HIV/AIDS and drug abuse.

65. UNDCP demand reduction activities in south Asia are contained in one programme for demand reduction in south Asia and are focused on India, where the large majority of the drug abusers in the region are located. For the biennium 2000-2001, the programme is costed at $3 million. The activities are designed to assist in establishing an infrastructure for mobilizing community-based organizations and enterprises to reduce and prevent drug abuse on a national scale. The infrastructure will consist of a national centre for drug abuse prevention and six regional resource and training centres based in non-governmental organizations. The activities will include a significant increase in the number of skilled personnel and will cover the entire country, but with special emphasis on the north-eastern states where injecting drug use and the related spread of HIV/AIDS is particularly critical. One of the six regional centres will be located in those states, where it will support 25 de-addiction and rehabilitation centres based in non-governmental organizations and 40 community extension centres, consisting of suitable community-based organizations. A national survey of the extent of, and pattern and trends in, drug abuse in India

will be completed during the first year of the biennium and a drug abuse monitoring system will be established.

66. The priority of the UNDCP demand reduction programme in east Asia and the Pacific will be to develop community, national and subregional capabilities to reduce the illicit use of drugs and related social problems, particularly among high-risk groups. The priority activities are costed at $4.2 million. At the national level, UNDCP will launch new demand reduction interventions to address increasing drug abuse problems in three southern provinces of China. In Myanmar, support will continue to focus on drug abuse problems in high-risk areas through the involvement of national and international non-governmental organizations. Additional activities will be started in Kachin State and Shan State to address drug abuse, in particular heroin abuse, and related HIV/AIDS. In Viet Nam, in addition to completing the ongoing comprehensive demand reduction activities, UNDCP will assist the Government in conducting a survey of workers and employees to assess the extent of drug abuse and identify appropriate intervention measures in the workplace. In the Lao People's Democratic Republic, drug abuse will be addressed in the context of the six-year strategy to eliminate opium poppy in rural areas, as well as by targeting the increasing threat of abuse of amphetamine-type stimulants among youth, particularly in urban areas. At the regional level, a major five-year prevention programme (with a budget of $6 million) to address the rapidly growing threat of amphetamine-type stimulants will be launched, encompassing not only the six countries (Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam) that signed a memorandum of understanding in 1993, but also other ASEAN countries.

67. In Latin America and the Caribbean, UNDCP demand reduction priorities for the biennium 2000-2001 are costed at $18,457,500. Over 60 per cent of that amount is for a single project in Brazil that receives significant government cost-sharing. Priorities are spread through thematic subprogrammes as follows: (a) school-based and community-based drug abuse prevention programmes and information systems in Barbados, Bahamas, Bolivia, Brazil, Colombia, Dominican Republic, Guyana, Haiti, Nicaragua, Peru and Trinidad and Tobago, and, under a memorandum of understanding on subregional drug control cooperation, in Argentina, Bolivia, Chile, Peru and Uruguay; (b) prevention of HIV/AIDS through intravenous drug abuse in Brazil; and (c) upgrading treatment and rehabilitation services of the Government and non-governmental organizations in Brazil and Central America.

3. Intersectoral linkages

68. It has become increasingly recognized that understanding the aetiology of problem drug use requires an understanding of the interrelationship between drug abuse and other social problems. Drug problems do not occur in a vacuum, but often disproportionately affect those in society who are disadvantaged, marginalized or excluded.

HIV/AIDS

69. Drug use is intimately connected with the spread of HIV/AIDS, with a strong relationship existing between the use of contaminated injecting equipment and HIV transmission. Furthermore, it is recognized that some drug use can lead to increased sexual risk behaviour, which in turn can also result in transmission of the virus. Given the serious health and social consequences related to drug use and HIV/AIDS, a concerted, comprehensive and integrated approach to break the link is required, and to this end various opportunities exist for collaboration between UNDCP, UNAIDS, UNICEF, WHO and various non-governmental organizations.

Gender issues

70. Drug demand reduction has a very clear gender dimension; this is both a source of growing concern as well as an emerging opportunity. Women often suffer disproportionate hardship owing to drug abuse within the family and in society at large. For example, a spouse who contracts HIV from drug-injecting prostitutes can pass on the illness to his wife. Similarly, drug abuse by women has a manifold effect that reaches beyond the individual, as children are often the first to suffer the effects of parental dysfunction caused by drug use. Drug use in these contexts leads to an increased need for cooperation among United Nations agencies, non-governmental organizations and civil society in general. Action may also need to be framed in respect of ongoing programmes to address sexual discrimination.

Child welfare

71. Although information about the extent of drug use among youth in general tends to be somewhat sporadic, it is clear that for many young people drug use is a strategy

to cope with the problems of unemployment, neglect, violence and sexual abuse. At the same time, there is considerable abuse among socially integrated young people who are increasingly being exposed to a culture more tolerant towards the use of drugs. The changing perception of drug use among young people therefore requires innovative approaches and an adjustment of prevention strategies to address not only those young people who are using drugs for survival, but also those who use drugs for the sensation of it. Key counterparts for UNDCP in reaching young people at risk include UNICEF and UNESCO, as well as countless non-governmental organizations worldwide involved in youth issues and child welfare.

Basic education

72. A promising area for forging intersectoral linkages is in the field of basic education, where joint efforts can contribute to curriculum development in communities where drug abuse is a prevailing threat. Such curriculum development should target both young people in school and those out of school, and provide not only appropriate information on the risks associated with drug use but also opportunities to learn the necessary skills to avoid becoming involved in drug use and related activities. UNICEF, UNESCO and other organizations working in the interests of children are natural UNDCP counterparts in this regard.

D. Elimination of illicit crops

1. Global programmes

73. In the Political Declaration and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E), adopted by the General Assembly at its twentieth special session, Member States agreed to work closely with each other and with UNDCP to develop and implement strategies to eliminate or significantly reduce the illicit cultivation of narcotic crops by the year 2008. Monitoring the extent of illicit crop cultivation is a precondition for eliminating the crops, and UNDCP will provide technical assistance to Governments in these areas through its global programmes for illicit crop monitoring and alternative development.

74. At the global level, UNDCP programming priorities are to monitor illicit crop cultivation of opium poppy and coca bush worldwide, and to ensure a process of developing lessons learned in alternative development through systematic feedback supported by panels of experts. At its twentieth special session, the General Assembly emphasized the government responsibility to establish illicit crop monitoring systems at the country level. A principal goal of the global programme for illicit crops monitoring is thus to assist requesting Governments by ensuring the harmonization of national data collection systems and the international aggregation of national data. In view of the ongoing exercise to strengthen national monitoring mechanisms, it is expected that an international system for monitoring the extent and evolution of the illicit cultivation of narcotic crops will be operational in the course of the biennium. By that time, all the countries in which most of the illicit production takes place should be in a position to assess cultivation levels and trends in their respective territories.

75. To achieve this objective, the global programme has three principal priorities for action, as follows: (a) to improve the consistency and transparency of survey mechanisms by developing survey methodologies at the global level and reviewing data from national monitoring activities; (b) to develop a network of monitoring activities by providing technical assistance for national monitoring mechanisms, while promoting international cooperation and coordination at the global level; and (c) to systematize the flow of information from national repositories to a central data base, establishing a capacity to identify and analyse global trends for the international community.

76. The global monitoring programme will be complemented, supported and linked with alternative development projects and programmes. In addition, UNDCP will ensure that there is a constructive link between the global monitoring programme and the need for monitoring of alternative development at project level, with a specific emphasis on baselines and achievement indicators.

77. Alternative development lies at the heart of much operational activity at the national, subregional and regional levels, which are detailed below. At the international level, UNDCP will ensure that there is increased coordination and cooperation with other United Nations agencies, international financial institutions, bilateral donors and non-governmental organizations, and will contribute to developing concrete cooperation at regional and national levels. Also at the international level, the impact of alternative development interventions to

Table 5

Prevention and reduction of drug abuse: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001

(Thousands of United States dollars)

Item	1998-1999 expenditure estimates			Changes				2000-2001 proposed initial budget		
				Cost		Volume				
	General-purpose	Special-purpose	Total	Inc/(Dec)	%	Inc/(Dec)	%	General-purpose	Special-purpose	Total
Region										
Global	1 673.3	1 710.8	3 384.1	99.1	3	2 131.5	63	1 250.4	4 364.3	5 614.7
Sub-Saharan Africa	419.6	959.2	1 378.8	82.0	6	1 795.0	130	942.5	2 313.3	3 255.7
Middle East and north Africa	-	-	-	-	-	931.0	-	-	931.0	931.0
Central and eastern Europe	187.1	1 123.5	1 310.6	47.1	4	(770.3)	(59)	-	587.6	587.6
West and central Asia	91.0	448.7	539.7	72.9	14	2 799.5	519	1 930.9	1 481.3	3 412.2
South Asia	208.5	594.5	802.9	45.0	5	2 189.3	273	1 023.2	2 013.9	3 037.2
East Asia and the Pacific	299.4	2 190.3	2 489.6	94.4	4	1 619.7	65	649.5	3 554.3	4 203.7
Latin America and the Caribbean	2 243.2	10 290.6	12 533.8	482.0	4	5 441.6	43	232.0	18 225.4	18 457.5
Total	**5 122.0**	**17 317.6**	**22 439.6**	**922.7**	**4**	**16 137.3**	**71**	**6 028.5**	**33 471.1**	**39 499.6**
Executing modality										
UNDCP	2 592.1	6 293.3	8 885.4	70.1	1	3 339.3	38	3 570.2	8 724.6	12 294.8
Agency	1 659.3	7 230.4	8 889.7	793.7	9	2 951.2	33	2 196.0	10 438.6	12 634.5
National	870.6	3 793.9	4 664.5	58.9	1	9 846.8	211	262.4	14 307.9	14 570.2
Total	**5 122.0**	**17 317.6**	**22 439.6**	**922.7**	**4**	**16 137.3**	**71**	**6 028.5**	**33 471.1**	**39 499.6**
Location										
Headquarters	1 765.8	2 692.4	4 458.2	151.1	3	1 054.1	67	864.4	4 799.0	5 663.4
Country level	3 356.2	14 625.2	17 981.4	771.6	4	15 083.2	84	5 164.2	28 672.1	33 836.2
Total	**5 122.0**	**17 317.6**	**22 439.6**	**922.7**	**4**	**16 137.3**	**71**	**6 028.5**	**33 471.1**	**39 499.6**

eliminate illicit cultivation will be assessed and findings shared among countries. This will be supported by regular monitoring and evaluation of alternative development interventions supported by panels of experts. Such a process will allow for best practices to be identified and disseminated, as well as identification of areas and subjects that need further in-depth review and improved implementation practice.

78. In addition, UNDCP prepares, initiates and coordinates research for the development of environmentally safe methods for the eradication of the opium poppy and coca bush, in collaboration with leading institutions and experts engaged in this area.

2. Regional and national programmes

79. In the Middle East, cultivation of illicit crops is mainly confined to two areas, the Bekaa valley in Lebanon and the Sinai in Egypt. In both areas, the Governments concerned have successfully implemented eradication campaigns, which are continued on a regular basis. UNDCP will support those efforts by providing technical advice, training and equipment. At the same time, law enforcement efforts to eliminate illicit crops will need to be complemented by alternative development schemes, where required, to ensure the sustainability of the eradication. UNDCP will continue its support with a third phase of its programme in the Bekaa valley in cooperation with UNDP and other pertinent agencies. These priorities for the biennium 2000-2001 are costed at $3.15 million.

80. In west Asia and central Asia, UNDCP has budgeted $8.4 million for illicit crop elimination priorities during the biennium 2000-2001, most of which is for west Asia. In Afghanistan, the world's largest producer of illicit opium poppy, with an estimated production of 4,600 tons of opium in 1999, UNDCP plans to launch, circumstances permitting, an integrated drug control programme in January 2000. A UNDCP pilot project on alternative development, which has been ongoing since 1997, will be incorporated into this new programme. The programme will aim at facilitating a sustainable reduction in the cultivation of opium poppy in its four target districts and further developing the methodology for achieving this aim through sustainable rural development activities. Planning and implementation of development activities will be done in close collaboration with the beneficiaries.

81. For the past 14 years, UNDCP has been active in the Dir district of Pakistan, in the North-West Frontier Province, through alternative development interventions. Alternative development efforts combined with eradication action carried out by the Government of Pakistan have led to a near zero opium poppy harvest in the Dir district in 1999. With the elimination of poppy crop cultivation almost completed, UNDCP alternative development initiatives in Pakistan will substantially decrease during the biennium 2000-2001. In order to sustain the achievements made in poppy crop elimination, the successful UNDCP Dir district development project will be followed by a five- to ten-year consolidation phase in which UNDCP will continue to be actively involved.

82. In central Asia, in order to determine the extent of illicit cultivation and wild growth of opium poppy, cannabis and ephedra, a project was initiated in November 1997 covering Kazakhstan, Kyrgyzstan and Tajikistan. The project has yielded important information on the extent of cultivation, on prices of drugs along trafficking routes, and on the relative effectiveness of national monitoring and eradication programmes. From early 2000 onwards, it is planned to extend the mapping project to two additional central Asian States, namely Turkmenistan and Uzbekistan.

83. UNDCP alternative development assistance in east Asia will be targeting the major opium-producing regions of Myanmar, the Lao People's Democratic Republic and Viet Nam, with an estimated total sum of $18.3 million for the biennium. UNDCP has the capacity to provide a further $8.5 million in support, subject to the availability of funds. In Myanmar the highest priority will be to carry out the full implementation of the second phase of the $15.5 million alternative development project in the Wa region following a comprehensive evaluation of the initial phase and adjustments at the beginning of 2000. In the Lao People's Democratic Republic, on the basis of the political commitment of the Government to work towards the attainment of total elimination of opium poppy cultivation in the country within a six-year time-frame with international assistance totalling $80 million, UNDCP will assist the Government in implementing the six-year strategy through financial and technical assistance in collaboration with other international and regional organizations and bilateral donors. The assistance will begin with high-priority districts identified in the strategy. In Viet Nam the focus will be the implementation of the second phase of the alternative development project in the Ky Son district (with a budget of $5 million) to ensure the sustainability of the alternative-income-generating activities and socio-economic development initiated during the first phase, and to promote replication of such activities in

other areas. On the regional level, cooperation between countries in the region and with other agencies will be further promoted.

84. In Latin America and the Caribbean, UNDCP illicit crop elimination programmes for the biennium 2000-2001 are limited to $19,484,300, although UNDCP has the capacity to implement $55 million in support if funds are made available. The highest priority will be attached to continued execution of the three business plans for the elimination of drug crops through alternative development in Bolivia, Colombia and Peru, with a view to eliminating or significantly reducing the illicit cultivation of coca, cannabis and opium poppy by the year 2008, as agreed at the twentieth special session. The aggregate cost of the three business plans is about $184 million for 18 separate projects stretching over the period 1998-2003. The Bolivian plan comprises three projects worth $64 million. The Colombian plan is made up of seven projects for $73 million. The Peruvian plan contains eight projects for $46 million. About $28 million was raised during the biennium 1998-1999, enough to start 12 of the 18 projects. A further $155 million will need to be raised for full execution of the business plans by the end of the year 2003. Non-traditional funding sources will be pursued to meet the funding gap, including multilateral financial institutions and bilateral soft loans to be incurred by recipient Governments.

85. In Bolivia, the plan supports the national objective to take the country out of the coca-cocaine economy by 2002 (referred to as the "Dignity Plan") by focusing primarily on the Chapare agroforestry programme, costed at $58.4 million, of which $7.9 million are already in hand and a further $12.8 million are needed for 2000-2001. The programme provides for a wide range of services to put in place ecologically sound and commercially viable agroforestry systems for about 11,000 small peasant families, or 55,000 people. The second business plan project, costed at $5.2 million, aims at promoting micro-enterprises in Chapare, as well as employment opportunities through vocational training, on the basis of detailed feasibility and needs studies completed in late 1999. The third project will assist the Bolivian Government in setting up an integrated national planning, management and monitoring system for alternative development and better coordination of domestic and external resources.

86. In Colombia, the business plan involves the continued execution of three projects with a combined budget of $10.2 million. These projects will deliver alternative development in the Meta-Caqueta area, support for an integrated national system for illicit crop monitoring, and assistance to the Office of the National Alternative Development Plan (PLANTE) at the planning, technical, project formulation and monitoring levels. UNDCP also intends to start four new alternative development projects costing $63.3 million for about 5,000 farm families, or 25,000 people, in coca and opium poppy areas. The chief aims are as follows: creating sustainable licit incomes through high-yielding, capital-intensive agricultural products; higher productivity for traditional lines; subsistence crops for food security; and agroforestry production in opium-poppy-growing areas.

87. In Peru, the business plan supports the national comprehensive alternative development programme. UNDCP will work alongside the Government and other bilateral donors in 6 out of 11 coca-growing areas, benefiting 20,000 farm families, or 100,000 people. The chief aims will be to assist with market-oriented diversification of alternative crops and livestock, as well as the production of food crops.

3. Intersectoral linkages

88. The methodology for alternative development in the Andean region has evolved considerably over the past 15 years, as reflected in the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development. Allowing for variations across and within countries, the UNDCP business plan projects planned for execution during the biennium 2000-2001 will share the following characteristics: implementation through grass-root organizations; comprehensive assistance to improve crops, livestock and agro-industries; introduction of sound business practices; use of revolving funds; focus on integrated agro-ecological farming systems; and empowerment of women and gender balance.

89. Thus, alternative development is a two-sided issue. While, on the one hand, directly involved in the reduction of illicit crops, it is, on the other hand, linked to rural development issues. Those initiatives are outlined below.

Sustainable development

90. Sustainable development Sustainable development remains the overall goal of development organizations within the United Nations system and bilateral agencies, including UNDCP in its alternative development approach.

Only through sustainable rural development measures in the context of sustained national economic growth can the income derived from illicit cultivation be successfully replaced by income from licit sustainable activities. Emphasis is placed on community-based approaches to natural resource management in sustainable production systems. This approach is especially important for alternative development, given the sociocultural dimensions of illicit cultivation of drug crops. UNDCP is seeking to mobilize other United Nations organizations, such as UNDP, the International Fund for Agricultural Development (IFAD), the Food and Agriculture Organization of the United Nations (FAO) and the World Bank, as well as bilateral development partners such as the Department for International Development of the United Kingdom of Great Britain and Northern Ireland, the German Agency for Technical Cooperation, the Swedish International Development Cooperation Agency and the United States Agency for International Development (USAID). While UNDCP focuses on areas with illicit cultivation, the World Bank, for example, could incorporate such focused rural development efforts into agricultural development plans. While UNDCP plays a catalytic role, providing the initial impetus to developing remote rural areas affected by illicit cultivation of narcotic crops, subsequent development initiatives can support the prevention of the re-emergence of illicit crop cultivation, as exemplified in the Dir district of Pakistan through cooperation with IFAD.

Poverty alleviation

91. Illicit cultivation is directly linked to rural poverty. The reduction of rural poverty is an inherent quality of alternative development projects. In areas of extreme poverty, the illicit crop fulfils the basic need for cash in notoriously cash-strapped subsistence economies. Given the linkages between development processes and drug production, cooperation in alternative development between United Nations organizations, national Governments and other international organizations is especially important to achieve the desired objectives. Particularly in United Nations organizations that work with the rural poor, such as IFAD and FAO, close cooperation in planning and funding rural and alternative development programmes has been achieved, for example, in Bolivia and the Lao People's Democratic Republic.

Agro-industrial development

92. Linking agriculture to industry in order to increase value added and thus the income of the population is a fundamental step towards illicit crop eradication. Measures include off-farm income-generating activities, the development of marketing networks, increasing knowledge of manufacturing, facilitating entrepreneurship and maximizing the natural resource endowment. Further supportive measures, such as credit mechanisms for farmers and programmes to promote private agro-industrial investment, are essential elements of sustainable development efforts. Cooperation agreements in the field of agro-industrial development have been implemented in Peru, Bolivia and Thailand with the support of the United Nations and bilateral partners.

Gender

93. Up to 80 per cent of rural output is provided by women. This is acknowledged and taken into account by the World Bank and United Nations organizations, as well as UNDCP in its alternative development programmes. Gender analysis, gender monitoring and gender impact evaluation have become essential activities within the United Nations system and the international financial institutions, and UNDCP will follow this example to ensure increased success of alternative development projects and programmes.

E. Suppression of illicit drug trafficking

1. Global programmes

94. The implementation of the action plans and measures adopted by the General Assembly at its twentieth special session is dependent upon, or supported by, law enforcement and scientific standards for drug control. These are crucial threads that run through much of UNDCP operational activity and assistance to Member States. Through its programmes and projects, UNDCP strives to assist in the establishment and development of efficient drug law enforcement institutions and structures, to enhance the capacities and capabilities of drug law enforcement services, and to encourage more effective cross-border and inter-agency operational and intelligence-

Table 6

Elimination of illicit crops: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001

(Thousands of United States dollars)

Item	1998-1999 expenditure estimates			Changes				2000-2001 proposed initial budget		
				Cost		Volume				
	General-purpose	Special-purpose	Total	Inc/(Dec)	%	Inc/(Dec)	%	General-purpose	Special-purpose	Total
Region										
Global	719.6	473.7	1 193.2	12.8	1	(481.2)	(40)	282.3	442.5	724.8
Sub-Saharan Africa	-	-	-	-	-	-	-	-	-	-
Middle East and north Africa	226.7	803.1	1 029.9	64.6	6	2 056.0	200	-	3 150.4	3 150.4
Central and eastern Europe	-	-	-	-	-	-	-	-	-	-
West and central Asia	1 149.1	5 666.8	6 815.9	179.5	3	1 403.1	21	564.0	7 834.5	8 398.5
South Asia	-	-	-	-	-	-	-	-	-	-
East Asia and the Pacific	737.4	5 395.6	6 133.1	717.7	12	11 400.8	186	29.3	18 222.3	18 251.6
Latin America and the Caribbean	1 957.9	8 981.7	10 939.6	508.8	5	8 035.9	73	2 120.0	17 364.3	19 484.3
Total	**4 790.8**	**21 320.9**	**26 111.7**	**1 483.4**	**6**	**22 414.5**	**86**	**2 995.6**	**47 014.0**	**50 009.6**
Executing modality										
UNDCP	2 106.4	7 748.0	9 854.4	56.2	1	(7 227.1)	(73)	299.3	2 384.3	2 683.5
Agency	1 760.6	8 902.0	10 662.5	1 288.3	12	24 008.6	225	2 696.3	33 263.1	35 959.4
National	923.8	4 670.9	5 594.7	138.9	2	5 633.1	101	-	11 366.7	11 366.7
Total	**4 790.8**	**21 320.9**	**26 111.7**	**1 483.4**	**6**	**22 414.5**	**86**	**2 995.6**	**47 014.0**	**50 009.6**
Location										
Headquarters	1 229.7	3 314.7	4 544.4	235.2	5	(2 609.3)	(57)	429.5	1 740.8	2 170.3
Country level	3 561.1	18 006.2	21 567.3	1 248.2	6	25 023.8	116	2 566.1	45 273.2	47 839.3
Total	**4 790.8**	**21 320.9**	**26 111.7**	**1 483.4**	**6**	**22 414.5**	**86**	**2 995.6**	**47 014.0**	**50 009.6**

sharing arrangements. Wherever possible, this work is undertaken through programmes constructed within the framework of regional or subregional agreements and endorsed through formal memoranda of understanding. In promoting such efforts, UNDCP gives due regard to the initiatives and plans of international and regional law enforcement organizations and seeks to ensure, wherever possible, complementarity between their programmes and its own. The project for the sharing of drug seizure data developed jointly by UNDCP, the International Criminal Police Organization (Interpol) and the Customs Cooperation Council (also known as the World Customs Organization) is an example of this complementarity.

95. At the operational level, UNDCP law enforcement expertise is provided by regional advisers and regional or national project managers through the field office network, with direct technical guidance and support from headquarters. At the international level, UNDCP law enforcement expertise links with international law enforcement organizations, provides substantive technical support to the subsidiary bodies of the Commission, and technically appraises the law enforcement elements of programme or project documents. Further support is provided through the UNDCP supply-related data and information system, which seeks to identify trafficking trends and enable preparation of appropriate baseline data and analyses, thereby assisting in the development of drug control policy. UNDCP is establishing practical working cooperation with the Centre for International Crime Prevention, with complementary and mutually reinforcing programme activities funded from their respective budgets.

96. As part of UNDCP efforts to enhance law enforcement capacity, particularly at the national and subregional levels, UNDCP also provides technical services aimed at developing, setting and providing scientific standards in support of international drug control. More specifically, UNDCP provides technical assistance to establish or strengthen drug-testing laboratories, and to develop laboratory systems worldwide. Such assistance supports law enforcement in the courts, enables rapid detection of suspected materials at frontiers and border points, and provides operational and strategic intelligence to investigating and regulatory agencies, through, for example, drug profiling and characterization and yield assessment studies. UNDCP also provides technical and advisory services to support health authorities in monitoring drug abuse and the effectiveness of intervention programmes, by, for example, laboratory testing of body fluids.

2. Regional and national programmes

97. In Africa, law enforcement priorities are costed at some $3.7 million, or 40 per cent of the proposed budget, of which $2.7 million are planned for southern and west Africa. In order to ensure the availability of law enforcement expertise and advice to African countries, and to support the development of priority projects in southern and west Africa, a law enforcement expert will be posted in Pretoria. UNDCP will also assist African countries in improving their drug enforcement operations and information systems, including the development of subregional cooperation agreements between countries surrounding South Africa and Nigeria.

98. In west Africa, national and regional law enforcement programme components target the illicit trafficking of mainly heroin from Asia and cocaine from Latin America. Nigerian drug traffickers and routes leading through the subregion around Nigeria challenge law enforcement agencies not equipped with adequate border controls, profiling techniques and advanced capabilities for the investigation of sophisticated networks. In Nigeria, a new project to start in 2000 will provide the Nigerian Drug Law Enforcement Agency (NDLEA) with training, expert advice and equipment needed to improve interdiction capacities at main entry and exit points, and to build up cross-border cooperation along the most affected land borders. New regional projects are to improve information exchange and communication between drug law enforcement agencies at national and subregional levels, introduce the concepts of joint drug control units, container profiling and other techniques for major airports and harbours, and upgrade existing drug-scenting dog schemes in key countries suffering from the spill-over effect from Nigeria. Legal assistance is planned in those West African countries affected by increasing money-laundering also linked to drug trafficking by Nigerian criminal groups.

99. In southern Africa, law enforcement is the thematic priority of the regional programme. National and regional enforcement projects are costed at $2 million, or more than 40 per cent of the regional programme budget. Projects in Malawi, Mozambique, South Africa and Swaziland and the subregional project started in 1999 with Mozambique, South Africa and Swaziland on the development of joint cross-border operations along land borders will continue. These will strengthen interdiction capacities against drug trafficking and other forms of organized trans-border crime. Other regional programme components are to foster subregional drug law enforcement and its integration into

the broader context of measures against organized crime. An area to be addressed is the strengthening of interdiction capacities against growing cocaine trafficking from Brazil through ports of Angola, Mozambique, Namibia and South Africa, and better cooperation between enforcement agencies of source, transit and destination countries.

100. Increasing law enforcement action will be complemented by the training project for the judicial system in southern and east Africa, which started in late 1999. A legal expert based in Pretoria will be available for expert advice to all counterparts. Training courses will be held in the two cooperating regional training centres in South Africa and Zimbabwe. In east Africa, the ongoing seaport control project will be expanded to cover more ports and to increase the scope of training and material support to those ports that have established drug control units and recorded increasing interdiction results. Consistent on-site monitoring, coupled with the lessons learned during the first two years of project implementation, will guide UNDCP in the design of similar interventions for west Africa in the year 2000. A regional project for east Africa will start in 2000 and provide the necessary legal and expert assistance, training and other support to develop monitoring and control schemes for movement of licit drugs and avoid their diversion to illicit markets. The possibility of replicating this project later under other regional priority programmes will also be assessed.

101. In the Middle East, the priority drug control problem is the increasing development of trafficking routes to supply the growing illicit markets in the region. The countries of the region have agreed in a series of technical consultations that this problem can only be addressed through improved subregional law enforcement cooperation. In addition, a general problem in the countries of the Middle East arises from the insufficient control systems for licit trade in pharmaceutical products, and there is considerable diversion from licit trade to illegal markets. Consequently, UNDCP will support the establishment of improved control systems in the countries of the region, which are costed at $1.9 million for the biennium 2000-2001.

102. Drug law enforcement programmes for countries of central Europe will aim at promoting cross-border operational cooperation and coordinated development of institutional structures within a budget of $6 million. In view of the significant progress in their institutional capacities achieved with international assistance, UNDCP programmes will focus on advanced techniques that will be expected to produce tangible results. Special attention will be given to supporting the transition to intelligence-led policing, which has been recognized as the most efficient methodology for disrupting and dismantling organized crime. This focus will directly complement other bilateral and multilateral assistance.

103. Although an increasing amount of information is emerging about the law enforcement structure within Afghanistan, relatively little is known about the interdiction capabilities of the authorities and about arrests and seizure details. UNDCP plans to conduct a detailed assessment to review the judicial system and law enforcement capabilities in the country during the biennium 2000-2001.

104. In the Islamic Republic of Iran, within the framework of the comprehensive drug control programme for the country, with a biennial budget costed at $5.5 million, a combined unified strategy aims at increasing the capability of the Iranian law enforcement authorities in charge of anti-drug trafficking operations to intercept and seize illicit consignments of narcotic drugs transiting the country.

105. In Pakistan, UNDCP launched a new three-year drug law enforcement programme in 1999, which is costed at $3.4 million for the coming biennium. The programme is part of the ongoing UNDCP effort to strengthen the drug law enforcement capacities of the States surrounding Afghanistan. Existing cooperation between Pakistan and the Islamic Republic of Iran will be further promoted and opportunities for cooperation with the States of the Persian Gulf explored. Activities at the subregional level will be complemented by efforts at the national level involving the strengthening of the Anti-Narcotics Force in Pakistan and of agencies with responsibilities for interdiction in the federally and provincially administered tribal areas. Furthermore, the performance of the drug-testing laboratories in Pakistan will be improved. Assistance will also be provided to other Pakistani law enforcement agencies, including the Frontier Corps, the Pakistan Rangers, customs and the coast guard.

106. The geographical location of the central Asian States and the ongoing transition make the region vulnerable to drug trafficking and drug abuse. Indeed, the incidence of trafficking in illicit drugs from Afghanistan through the central Asian States to destinations in western Europe has risen significantly in recent years. Accordingly, UNDCP is launching three border control projects intended to reduce drug smuggling into central Asian States (Tajikistan,

Turkmenistan and Uzbekistan) from Afghanistan, and is elaborating a large-scale project to deal with drug trafficking across borders between the five States of central Asia. These activities are costed at $2.5 million for the biennium 2000-2001.

107. The largest UNDCP law enforcement project in central Asia is aimed at the establishment of the Drug Control Agency of Tajikistan, an entity designed to deal with fighting drug trafficking. It is foreseen that a focused, professional and efficient structure will be developed to combat drug trafficking and related corruption in the country and to coordinate drug-related law enforcement efforts. Implementation began in May 1999 and will continue throughout the biennium, with a budget of $2.6 million for the biennium 2000-2001. The project will involve the training of new personnel, the provision of communications equipment and state-of-the-art equipment for drug detection and analysis and the development of the criminal intelligence database.

108. Another initiative will strengthen investigative capacity in the central Asian region. Since few laws and mechanisms exist regarding the control of precursor chemicals (principally acetic anhydride, which is used in the production of heroin), and since central Asia is used as a transport vector for the smuggling of acetic anhydride to clandestine laboratories in Afghanistan and elsewhere, UNDCP will launch a regional effort aimed at establishing appropriate control and monitoring mechanisms in the central Asian States. These activities for the biennium 2000-2001 are costed at $1.5 million.

109. Law enforcement activities in south Asia will have a subregional dimension. Assistance within the programme for precursor control in south and south-west Asia is costed at $708,000 for the biennium. Activities will aim at enhancing the technical capacity of law enforcement agencies, and will include training of staff for regulatory and operational tasks and provision of equipment to checkpoints and laboratories.

110. In east Asia and the Pacific, UNDCP priorities in law enforcement will have a clear subregional and regional focus, building on and expanding the progress made and initiatives started within the framework of the memorandum of understanding and the subregional action plan (involving Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam). UNDCP will continue to encourage enactment of national legislation and regulations to meet the requirements of the international drug control conventions; assist in enhancing the knowledge and application of specialized drug enforcement techniques through specialized drug enforcement training courses; support countries in the establishment of organizational units for harmonizing the collection, analysis and dissemination of intelligence on enforcement efforts against drugs and precursor chemicals; promote cooperation and coordination between judges, prosecutors, investigators and drug enforcement officers; assist in developing cross-border enforcement cooperation through risk assessment, vehicle profiling and selection and structured cross-border cooperation; and help develop targeted strategies to reduce the flow of precursor chemicals. During the biennium, UNDCP plans to support the expansion of border controls and cross-border cooperation to cover the borders between Myanmar and India and Bangladesh, and to strengthen control of illicit trafficking of drugs and precursor chemicals across the borders of Myanmar.

111. In Latin America and the Caribbean, UNDCP law enforcement priorities for the biennium 2000-2001 are costed at $14 million, spread over three thematic subprogrammes dealing with precursor control, the upgrading of drug law enforcement structures and the control of money-laundering. Precursor control will be strengthened in Bolivia, Brazil, Colombia and Ecuador, focusing on training, databases and information systems. Promoting international cooperation and providing training material and equipment to meet emerging drug-related public security concerns will be focused on Brazil and Ecuador. Policy guidance and other technical support will be provided to newly created or planned government entities responsible for money-laundering control in Brazil and Colombia. Assistance will be provided to strengthen legislation and regulatory frameworks in the Caribbean and Central America in order to control drug trafficking and related crimes and to enhance the prosecution and adjudication of such offences. Assistance will be provided for the consolidation in Central America of the Regional Centre for Legal Development and Cooperation, in partnership with the Inter-American Drug Abuse Control Commission (CICAD) of OAS, and for the development in the Caribbean of a mutual legal assistance treaty. Technical assistance and training will be provided to the Dominican Republic and Guatemala to strengthen the prosecution of drug offences and related crimes in the context of broader justice reform programmes. UNDCP will also assist in the development of a subregional cooperation programme of training and common operations to improve interdiction

and foster cross-border cooperation in Mexico and Central America.

3. Intersectoral linkages

Good governance

112. In many countries, anti-drug efforts are undermined by the lack of capacity on the part of law enforcement agencies. On one level, this reflects a lack of resources, limited training in drug matters and logistical difficulties. At another level, the general public may have little confidence in the drug control authorities because of the belief that corruption is widespread and application of the law highly subjective. If the law enforcement authorities are widely perceived to be corrupt or self-interested, the result is not only less efficient drug law enforcement, but also, more generally, less commitment on the part of individuals to respect the law as a safeguard against anti-social behaviour. One overarching aim must be to enhance state credibility in the areas of law enforcement, specifically street policing and judicial processing. Cooperation between UNDCP, interested United Nations agencies, intergovernmental organizations and bilateral partners can assist in the formulation of an appropriate response.

Conflict resolution and peace-building

113. Post-conflict situations are relevant in the context of drug law enforcement for two reasons. On the supply side, demobilized soldiers left without any real means of sustainable livelihood can often find employment as drug couriers, street dealers or strongmen for criminal organizations. On the demand side, war-afflicted civilians may resort to drug use for psychological relief. More generally, the political instability brought about by conflict often serves as the ideal medium through which drug trafficking organizations operate and thrive. UNDCP works with States to overcome past disputes and resolve obstacles to mutual support in regional and international drug law enforcement, but clearly, more cooperation is needed on the immediate operational issues at hand. For example, in south-east Asia, six countries, under a memorandum of understanding, are together developing best practices related to training in interdiction with the assistance of UNDCP.

Human rights

114. In some respects, law enforcement assistance is meant to enhance the ability of the State to prevent or contain particular criminal activities, but the same assistance can often be used not only for purposes of drug control, but for repressive purposes as well. Thus, the track record of a State in human rights is a key indicator of its readiness to absorb and utilize drug law enforcement assistance effectively. In short, operational dialogue between Governments, drug control organizations and human rights advocates can therefore prove to be an important element of effective international assistance in both areas.

III. Resource mobilization and new funding windows

115. The programmes and programme support provide for a substantial (30 per cent) increase in financial requirements, which together total $199,960,500 for the biennium 2000-2001, as compared to $154,042,800 for the previous biennium (based on budgets, not expenditures). This increase is almost entirely in the programme budget, for which the figure for 2000-2001 reaches $157 million, compared to $115 million for the previous biennium, an increase of over 35 per cent. This degree of growth clearly requires a more intensified resource mobilization effort and closer collaboration with donors.

116. In establishing the projected programme budget figure, UNDCP undertook a detailed analysis of the funding prospects for all its ongoing and pipeline programmes and programme components (projects). In all, planned or proposed budgets with a total value of $320 million were reviewed. Those cases for which only a limited chance of funding was felt to exist were excluded from the final programme budget proposal.

117. The programme budget of $157 million included in the present document has been established taking into account the drug control priorities as indicated by the Member States through the Commission and through the General Assembly at its twentieth special session. It has for obvious reasons also had to take into account the anticipated availability of resources, nearly all of which must be based on voluntary earmarked contributions. This

Table 7

Suppression of illicit drug trafficking: region, executing modality and location by cost and volume changes and source of funding, 1998-1999 and 2000-2001

(Thousands of United States dollars)

Item	1998-1999 expenditure estimates			Changes				2000-2001 proposed initial budget		
				Cost		Volume				
	General-purpose	Special-purpose	Total	Inc/(Dec)	%	Inc/(Dec)	%	General-purpose	Special-purpose	Total
Region										
Global	874.7	2 848.4	3 723.0	41.8	1	(1 397.2)	(38)	1 349.2	1 018.4	2 367.6
Sub-Saharan Africa	453.9	1 037.6	1 491.5	94.4	6	2 162.8	145	442.5	3 306.2	3 748.7
Middle East and north Africa	168.6	597.1	765.7	39.6	5	1 124.9	147	1.3	1 928.8	1 930.1
Central and Eastern Europe	727.9	4 371.7	5 099.6	481.9	9	434.7	9	-	6 016.2	6 016.2
West and central Asia	530.7	2 616.9	3 147.5	331.5	11	12 029.5	382	59.1	15 449.5	15 508.6
South Asia	257.6	734.7	992.3	10.3	1	(294.7)	(30)	2.4	705.6	708.0
East Asia and the Pacific	386.5	2 827.6	3 214.0	86.3	3	(577.9)	(18)	273.7	2 448.7	2 722.4
Latin America and the Caribbean	1 792.1	6 902.6	8 694.7	366.9	4	4 986.6	57	77.9	13 970.3	14 048.2
Total	**5 191.9**	**21 936.5**	**27 128.4**	**1 452.7**	**5**	**18 468.7**	**68**	**2 206.0**	**44 843.8**	**47 049.8**
Executing modality										
UNDCP	1 886.7	7 971.7	9 858.5	480.4	5	12 295.7	125	1 637.6	20 997.0	22 634.6
Agency	2 167.7	9 159.0	11 326.7	962.0	8	(1 920.2)	(17)	471.5	9 897.0	10 368.5
National	1 137.4	4 805.8	5 943.2	10.3	-	8 093.2	136	96.9	13 949.8	14 046.7
Total	**5 191.9**	**21 936.5**	**27 128.4**	**1 452.7**	**5**	**18 468.7**	**68**	**2 206.0**	**44 843.8**	**47 049.8**
Location										
Headquarters	807.2	3 410.5	4 217.6	252.4	6	2 275.9	54	316.3	6 429.6	6 745.9
Country level	4 384.7	18 526.1	22 910.8	1 200.3	5	16 192.8	71	1 889.7	38 414.2	40 303.9
Total	**5 191.9**	**21 936.5**	**27 128.4**	**1 452.7**	**5**	**18 468.7**	**68**	**2 206.0**	**44 843.8**	**47 049.8**

was done by a careful analysis on a programme-by-programme basis of the degree of likelihood that funding can be located. In some cases, funding is already guaranteed through existing pledges. In other cases, funding was felt to be probable or possible on the basis of ongoing dialogue with donors. In a relatively small number of cases, no particular funding sources are yet in view. The largest share of this last portion concerns new initiatives aimed at strengthening the security belt around Afghanistan. As the fact that Afghanistan now produces some 75 per cent of the world's illicit opium becomes better known, and the implications of this fact are fully understood, the appeal of UNDCP for funds for these projects is considered likely to bear fruit.

118. The Fund of UNDCP continues to attract higher levels of financial support. During 1999, pledges from traditional government sources are expected to reach some $71,043,000, an increase of 32 per cent over 1998. When cost-sharing contributions and public donations are added, the total for 1999 reaches approximately $76,421,000, an increase of 28 per cent over 1998 (see table 5 of document E/CN.7/1999/17 for a financial summary).

119. It should be pointed out in this connection that pledges are in many cases for multiyear programmes, and are therefore normally applied to the budget for the year in which they are to be spent rather than the year in which they are pledged. Actual income during a given year thus contains some of the funds pledged during that particular year and other funds from pledges made in previous years. The total pledges during a year thus do not translate directly into the annual budget for that year. The volume of new pledges nevertheless provides a useful indication of overall progress in mobilizing resources for the Fund.

120. Although the increase in new pledges to the Fund of UNDCP is encouraging, it should be noted that 82 per cent of the total amount consists of earmarked funds, often with various additional conditions on the use of the funds. This makes the predictability and management of those resources extremely difficult. In addition, it does not allow UNDCP to respond quickly to new situations and develop innovative responses. Furthermore, specific earmarkings and other conditions are often confirmed late and are sometimes for extremely small proportions of total project budgets. This leads to implementation delays and at times to loss of credibility for UNDCP in recipient countries.

121. Member States are therefore urged to consider providing a larger share of their contributions in the form of general-purpose funds. Should this not be possible, UNDCP appeals to donors to earmark their contributions in larger units and to larger programmes, avoiding the detailed earmarking to specific programme components. Lastly, early indication of pledges, even if informal, can be of great assistance in reducing the start-up time for programmes.

122. UNDCP will continue its efforts to broaden the base of its financial support. There has, however, been only modest success in attracting major increases in funding under the strategy followed over the past few years aimed at increasing the number of government donors providing a minimum of $300,000 in general purpose resources to the Fund.

123. Considerably more success has been achieved in mobilizing resources under cost-sharing arrangements with four Latin American countries. Cost-sharing arrangements are normally worked out in connection with a loan taken by the Government concerned from a multilateral lending institution. A portion of the borrowed funds is then provided to UNDCP by the Government for specific projects in the country. Cost-sharing arrangements of this type are indicative of the greater role being played in drug control by the international lending institutions. Both the World Bank and the Inter-American Development Bank have granted loans to Latin American countries for drug control work. The Asian Development Bank is providing a loan to the Lao People's Democratic Republic for development in poppy-growing areas. UNDCP funds a portion of the same project as part of its alternative development activities. The overall project has been designed collectively, in close collaboration with the Lao authorities. Additional initiatives involving bilateral soft loans are also under development.

124. Initiatives of the type described above underline the role of UNDCP as a catalyst for mobilizing resources from a variety of sources, whether or not the funds ultimately come through UNDCP. This becomes especially important when UNDCP-sponsored alternative development projects reach their end and funding for general socio-economic development is still needed for the period following the elimination of the drug crop. The case of the Dir district in Pakistan is a clear example. While UNDCP has been able to fund this large-scale alternative development project over the time necessary to eliminate the last of the opium poppy and ensure a certain consolidation of the development work funded through the project, it is envisaged that a group of bilateral and multilateral aid

programmes will step in to continue the development of the Dir district without the opium poppy.

125. The business plans that have been developed for Latin America in furtherance of the objectives set at the twentieth special session are built around this same principle, whereby UNDCP itself funds some of the activities, while lending institutions and other aid agencies take on other parts of the work. UNDCP has an important role to play in identifying these sources of funding and in facilitating project design and related interaction among the partners.

126. For Africa, UNDCP consistently encounters difficulty in identifying adequate resources. This is compounded by problems at the operational level which are caused partly by limitations of local absorption capacity and insufficient priority accorded to the drug issue, in the face of many urgent matters. To overcome the above-mentioned limitations, UNDCP has attempted to structure its African programmes along clear geographical and sectoral lines. Efforts also need to be intensified to further develop different approaches to funding for Africa, for example, by addressing the drug issues not in isolation but as an integral part of broader issues such as health and security. This would permit greater recourse to resources from large aid programmes and from international financial institutions, which tend to follow this broad sectoral approach.

127. Overall, the level of the programme budget for the biennium 2000-2001 is predicated on what UNDCP considers to be a reasonable projection of likely income. While this cannot be a wholly scientific exercise because of the voluntary nature of all contributions to the Fund, it is possible to analyse current and recent trends and to benefit from the ongoing dialogue with donors to make a reasonable assumption of the likelihood of funding. Fund-raising priorities in the coming biennium will focus on efforts to secure continued growth in contributions from traditional government sources, to broaden the base of government funding, to expand cost-sharing arrangements involving the international financial institutions and bilateral loan programmes and to identify private sector funding sources.

IV. Global monitoring, programme evaluation and reporting

128. Over the next two years, UNDCP will strengthen its capacity to monitor successes and failures in meeting the overall United Nations goals of substantially reducing global supply and demand for illicit drugs; to evaluate the impact of its programmes and to identify best practices in drug control; and to report more systematically on global, regional and national trends, as well as on the progress of its programmes.

129. UNDCP global monitoring of trends in the production of illicit crops and abuse of illicit drugs is a crucial aspect for assessing successes or failures in international drug control. The knowledge of trends and developments in illicit crop production and illicit drug abuse patterns is essential as an early warning system to the international community. It enables adjustments of global and national strategies and the development of programmes to combat new threats. As mandated by the Commission on Narcotic Drugs at its forty-second session, one of the tasks of UNDCP is to support Member States in monitoring and reporting on the achievement of global drug control goals. For this purpose, UNDCP has developed and initiated two global programmes, one to monitor illicit crop cultivation and the other to assess the extent of drug abuse. These programmes are essential for assisting countries in meeting their reporting obligations and for ensuring a meaningful follow-up to the Political Declaration adopted at the twentieth special session.

130. Equally, these two programmes are vital inputs for the evaluation of UNDCP drug control activities. They can also serve as a point of reference to evaluate programme performance in recipient countries, regardless of whether the activity is funded by bilateral or multilateral donors. The programmes will provide better situation analysis and the baseline data needed to assess the impact of technical assistance. The two global programmes are therefore tools for programme evaluation as well as global monitoring instruments.

131. The UNDCP programme evaluation approach will be refined and widened with the aim to make UNDCP better able to develop and recommend to its Member States best practices in the various areas of drug control. The traditional approach of project-by-project evaluation to determine whether specific projects reach their objectives is a useful tool to review project achievements and make the necessary adjustments. While such project evaluations will continue, it should be recognized that they will not be sufficient for drawing general conclusions about what works and what does not work in drug control, and for abstracting best practices in a generic sense. The new UNDCP approach to evaluation thus tries to combine specific programme performance evaluation with the need to learn from experience and identify best practices.

132. In order to better compare and assess achievements, as well as failures, UNDCP has amalgamated all of its projects under 75 national, regional and global programmes, which, in turn, are subdivided into four thematic areas: (a) policy support, legislation and advocacy; (b) prevention and reduction of drug abuse; (c) suppression of illicit trafficking; and (d) elimination of illicit crops. This will create operational units with sufficient critical mass to allow for meaningful evaluations. With the aim of widening the scope of its evaluations and systematically identifying best practices, UNDCP will establish evaluation panels of independent experts in each of its four main thematic areas. These panels, consisting of five to seven experts, will have the responsibility to evaluate each programme at regular intervals, at least once every two years, to compare the results of programmes in each of the four thematic areas and to draw more generic conclusions about what works and what does not work. In engaging such panels of experts, UNDCP hopes to achieve a range of outcomes, as follows: (a) creating a continuous evaluation process, replacing the one-time nature of traditional evaluations, they will allow for assessment of the accuracy of, and follow-up on, earlier recommendations; (b) monitoring similar programmes around the world to compare programme methodologies and achievements and draw conclusions that go beyond the findings of individual project evaluations; and (c) creating a regular link between similar activities to enable the sharing of experience among UNDCP programmes, leading to more cross-fertilization and enriched programmes. Last but not least, the use of independent external experts will help to increase the credibility of the UNDCP evaluation process, bring new ideas and strengthen UNDCP as a learning organization.

133. UNDCP reporting will be more standardized and be made available to Governments and the general public through better use of modern technology, such as its Web site. For this purpose, UNDCP has developed standard country and regional profiles analysing the situation of, and trends on, illicit drug supply and demand in each of the major countries and regions in which it operates. These profiles will be based upon government reporting in the annual reports questionnaire, and draw upon objective and scientifically validated information. The country profiles will be updated at least once a year and hence generate, over time, an historical record of drug trends and developments in specific countries. Selected country profiles will be published regularly in the UNDCP *World Drug Report*. The country profiles will be an input to the Common Country Assessments for the United Nations system as a whole and to action taken within the United Nations Development Assistance Framework, as well as provide the framework for establishing UNDCP's own priorities in its country-specific assistance programmes.

134. As an operational tool, UNDCP has also developed standard programme profiles. These profiles will provide, in a summary format, the objectives, activities and inputs of all UNDCP operational activities, as well as inform on the progress made. Through the programme profiles, interested parties, such as Member States, can also access programme reports, including technical and evaluation reports.

135. In the interest of providing Member States with better data and analysis for drug control, more rigorous empirical evidence for decision-making, and harder scientific and technical information for identifying best practice, UNDCP will continue publishing: its annual report on global supply and demand side data, *Illicit Drug Trends*; its biennial *World Drug Report*; its scientific journal, *Bulletin on Narcotics*; and the occasional series, *ODCCP Studies on Drugs and Crime*. These publications will draw together data reported by Member States and generated by the global programmes, as well as scientific studies, technical assessments, evaluation results and operational experience in the field. In order to enhance the utility of monitoring, evaluation and reporting, their results will all be drawn together with financial information and presented to the Commission in the biennial programme performance report.

V. Implementation arrangements and financial management

136. Over the next two years, UNDCP will organize its programmes into a more compact and coherent structure, increase its capacity to deliver a larger volume of programmes more efficiently, and strengthen its capability to manage its financial resources. The aim is to create an organization that is able to deliver increasing volumes of high-quality programmes while, at the same time, being more transparent and accountable to Member States.

A. Programme structure

137. The UNDCP assistance programme for the next biennium has been amalgamated to reflect a clearer and more goal-oriented structure. All programmes are now pooled under the four main thematic areas of UNDCP operations: policy support, legislation and advocacy, prevention and reduction of drug abuse, elimination of illicit crops, and the suppression of illicit drug trafficking. Under each of the four thematic areas, projects have been merged into single programmes. In total, 237 ongoing and 87 pipeline projects have been combined into only about 75 thematic programmes.

138. The new programme structure will create larger and more coherent units of assistance that will, over time, result in a number of advantages, as follows:

(a) Pooling of all operational activities in four thematic areas, instead of geographic regions, stresses the substantive objectives of UNDCP programmes in support of its drug control objectives and the goals established at the twentieth special session. It permits interlinkages and mutual reinforcement among global, regional and national programmes within the same thematic area. As a result, UNDCP operational activities will be arranged in a more goal-oriented, coherent and vertically integrated structure;

(b) Theme-oriented programmes create units large enough to be able to establish meaningful benchmarks and to better conduct result-oriented evaluations. Larger programmes will also increase the flexibility to adjust programme activities to new situations;

(c) The new programme structure will allow more rational and cost-effective management for the implementation of UNDCP programmes. It will permit the building of programmes around Senior Programme Managers in each thematic area for each country and region. Programme components would then, where possible, be implemented through national experts and United Nations volunteers.

B. Programme implementation

139. Given its focused and specialized mandate as well as its technical expertise, UNDCP will continue to be responsible for the technical and operational aspects of programme implementation and, for this purpose, it will further strengthen both its technical and operational capacities. The ability of UNDCP to provide better technical guidance and advice to its field operations and recipient Governments will be achieved: (a) through its global programmes that will develop technical concepts and modules; (b) through programme evaluations that aim at identifying best practices; and (c) through senior programme managers attached to UNDCP country offices. This will require closer cooperation between the two branches of UNDCP that deal with operational and technical support, in addition to a streamlining of responsibilities within UNDCP. UNDCP operational capacity will be enhanced through further decentralization of responsibilities to country and regional offices and the introduction of a new financial management system.

140. However, UNDCP will not build up its own capacities and structures for programme input delivery. Instead, it will look for outside partners within the United Nations family and among non-governmental organizations and recipient Governments. In particular, UNDCP will seek to increase its partnership with the United Nations Office for Project Services to assist in the implementation of a larger number of its programmes and projects. This partnership will take into account the respective strengths of the two bodies. Whereas UNDCP has the technical expertise and the operational set-up to manage its drug control programmes worldwide, the Office possesses the skills and necessary infrastructure to ensure an efficient and cost-effective system for the procurement and provision of programme inputs. Through the partnership with the Office, UNDCP hopes to greatly increase its ability to deliver a larger programme portfolio than in the past, while ensuring full transparency and compliance with United Nations rules and regulations. To facilitate this cooperation, the United Nations Office for Project Services is considering setting up an office in Vienna that will be dedicated to supporting UNDCP worldwide drug control programmes.

141. Similarly, UNDCP will strengthen its partnership with UNDP and try to better define the support that UNDCP country offices and operational activities can receive in the field. UNDCP has recently signed a memorandum of understanding with the United Nations Volunteers for regulating the employment of volunteers in UNDCP programmes. The use of volunteers will permit UNDCP programmes to be closer to grass-roots activities at the same time as generating substantial cost savings. Initially, United Nations Volunteers will be employed in demand reduction programmes, but it is planned to expand later to other areas of UNDCP operations.

142. Within an existing joint programme framework, and with the view to determining the most cost-effective means of addressing the health and social consequences of drug abuse, UNDCP will equally continue its collaboration with WHO in the areas of epidemiology, prevention, treatment and rehabilitation. UNDCP recently became a co-sponsor of UNAIDS, and both organizations are in the process of establishing a joint UNDCP/UNAIDS post in Vienna with the aim of systematically pursuing research on the relationship between drug abuse and HIV/AIDS, and identifying and disseminating best practice in regard to dealing with the issue of drug abuse in general and injecting drug abuse in particular, and with HIV/AIDS.

C. Financial management

143. The current financial monitoring system within UNDCP is insufficient for the needs of a fast-moving organization. Financial information is fragmented and its management scattered. In particular, for programme expenditure reports, UNDCP depends on other United Nations agencies, which causes serious delays in compiling financial information and carrying out timely analysis of the financial status of programmes. UNDCP is hence developing a comprehensive financial management system that is based on income and expenditures statements, both at the planning level with expected income (donor pledges) versus expected expenditures (programme budgets) and at the actual level with actual income (donor contributions) versus actual expenditures(obligations and disbursements). Financial data will be collected at the individual programme and donor levels, and up-to-date income and expenditure statements can hence be obtained for each programme and donor. Summarized income and expenditure statements can subsequently be acquired by thematic areas overall, by country, by region and at the global level. The system will be integrated into the UNDCP reporting system, in particular into country and programme profiles. The aim is to allow Member States to obtain an accurate picture of the substantive progress made, along with real-time information on the financial status of UNDCP programmes.

144. The system will be Web-based, allowing each subdivision of UNDCP in the field as well as at headquarters to input financial data according to an exactly defined system that corresponds to their respective responsibilities in fund-raising, fund management and programme implementation. Although data entry will be fully decentralized, overall management of the system will be maintained centrally. The software adaptation will be finalized early in the year 2000, and it is hoped that all parts of UNDCP will be on line and working with the new financial management system by the end of that year.

Annex

Draft resolution for adoption by the Commission on Narcotic Drugs

The following draft resolution, recommended to the Commission on Narcotic Drugs for adoption, summarizes the main issues contained in the present report:

Final programme budget for 1998-1999 and initial programme budget for 2000-2001 for the Fund of the United Nations International Drug Control Programme

The Commission on Narcotic Drugs,

Bearing in mind the administrative and financial functions entrusted to it by the General Assembly in its resolution 46/185 C, section XVI, paragraph 2, of 20 December 1991,

Having considered the report of the Executive Director of the United Nations International Drug Control Programme containing the proposed final biennial programme budget for 1998-1999 and proposed initial biennial programme budget for 2000-2001 for the Fund of the United Nations International Drug Control Programme,[1]

Taking into consideration the report of the Advisory Committee on Administrative and Budgetary Questions relating to the proposed final programme budget for the biennium 1998-1999 and proposed initial programme budget for the biennium 2000-2001 for the Fund of the United Nations International Drug Control Programme,[2]

1. *Endorses* the final resource allocation for programme activities in the amount of $91,722,900 for the biennium 1998-1999 funded under the Fund of the United Nations International Drug Control Programme as indicated below:

	General-purpose resources	*Special-purpose resources*
	(Thousands of United States dollars)	
By sector		
Policy support, legislation and advocacy	4 657.2	13 642.8
Prevention and reduction of drug abuse	4 628.4	17 086.1
Suppression of illicit drug trafficking	4 489.1	21 698.9
Elimination of illicit crops	3 176.3	22 344.1
Total	**16 951.0**	**74 771.9**

[1] E/CN.7/1999/18.

[2] E/CN.7/1999/20.

	General-purpose resources	Special-purpose resources
	(Thousands of United States dollars)	
By region		
Global	3 865.5	11 437.8
Sub-Saharan Africa	1 360.3	2 334.0
North Africa and the Middle East	442.0	1 532.8
Central and eastern Europe	1 044.5	6 561.2
West and central Asia	2 310.5	11 728.2
South Asia	438.7	1 126.2
East Asia and the Pacific	1 499.6	11 559.9
Latin America and the Caribbean	5 989.9	28 491.8
Total	**16 951.0**	**74 771.9**

2. *Also endorses* the programme and budget strategy for the biennium 2000-2001;

3. *Also endorses* the initial resource allocation for programme activities in the amount of $157,011,500 for the biennium 2000-2001 funded under the Fund of the United Nations International Drug Control Programme as indicated below:

	General-purpose resources	Special-purpose resources
	(Thousands of United States dollars)	
By sector		
Policy support, legislation and advocacy	3 243.1	13 712.0
Prevention and reduction of drug abuse	6 028.5	36 968.4
Suppression of illicit drug trafficking	2 995.6	47 014.0
Elimination of illicit crops	2 206.0	44 843.8
Total	**14 473.3**	**142 538.2**
By region		
Global	4 997.5	15 231.2
Sub-Saharan Africa	1 769.1	7 538.5
North Africa and the Middle East	157.0	6 701.4
Central and eastern Europe	6.6	6 694.8
West and central Asia	2 553.9	27 716.1
South Asia	1 085.8	2 767.6
East Asia and the Pacific	1 042.3	24 765.8
Latin America and the Caribbean	2 861.1	51 123.0
Total	**14 473.3**	**142 538.2**

4. *Notes* that implementation of the budget and additional priority programmes is subject to the availability of funding.